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AUTHOR	Plehn, Steffen W.
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ABSTRACT

This document presents an evaluation report of the New England Regional Student Program, a program that is a unique effort on the part of the 6 New England states to expand opportunities in postsecondary education for citizens of the region, and to use all regional, postsecondary instructional facilities in the most economic manner. In the major division of the program, over 2,000 undergraduate and graduate students annually use the program to achieve their educational objectives. Over 500 courses of study are currently available to regional citizens at the 71 publically assisted universities, colleges and institutes. The evaluation indicates that, while still small in gross numbers of students involved, the program has grown by some 400% over the past 5 years. The report further indicates that, although the program is well-accepted and operating smoothly, the barriers of state borderlines and the local interests of the institutions serve as forces working against any major growth in the immediate future. A second problem facing the program is the question of the relationship between the legal residency status of out-of-state students and their tuition obligations to public institutions. (HS)

ED 074916

New England Regional Student Program Evaluation: An Abstract

1957 - 1972

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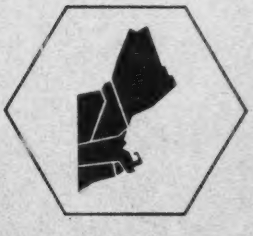

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NEW ENGLAND BOARD OF HIGHER EDUCATION

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The New England Board of Higher Education (NEBHE) is the public agency through which the six New England states together promote and develop activities to further expand educational opportunities for the people of the region while more effectively utilizing all of the region's higher educational facilities.

The Board was authorized in 1955 by the New England Higher Education Compact, a formal interstate agreement between the six states ratified by the United States Congress. The following functions are primary in the achievement of the Board's purposes.

- To provide a facility and staff capable of continuous assessment of and research relevant to higher education in New England.
- To assist in the initiation and development of plans and programs to meet the higher educational needs of the region.
- To serve as a clearinghouse for the collection and dissemination of information about and pertinent to the institutions and other agencies concerned with higher education in the region.
- To serve as an administrative and fiscal agent for higher educational contracts and agreements between the institutions and/or governments in New England.
- To provide consultative services to the institutions, agencies, and governments of New England in higher educational areas of major regional significance.
- To serve as a vehicle for the regional implementation of federally and privately financed programs related to higher education.

Each state is represented on the Board by persons from the academic, professional, governmental and interested lay communities who are appointed by the Governor and legislators in each state. See inside back cover for the current membership of the Board.

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December 1972

NEW ENGLAND BOARD OF HIGHER EDUCATION
40 Grove Street, Wellesley, Massachusetts 02181

NEW ENGLAND REGIONAL STUDENT PROGRAM EVALUATION

Steffen W. Plehn
Project Director
New England Regional Student Program Evaluation
(Former Vice-Chancellor, New Jersey State Department of Higher Education)

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Susan Wales
Research Assistant for the New England Regional Student Program

FOREWORD

The New England Regional Student Program represents an altruistic attempt to transcend state boundaries in order to provide expanded postsecondary educational opportunities to the citizens of the New England states. It should also provide a more rational base for interinstitutional and interstate planning by the region's colleges, universities and institutes by eliminating the need for the costly duplication of academic programs and facilities.

When the Program was first discussed in 1957, only the six New England state universities were involved. In its first year of operation, 1958-59, only 32 "unique" courses of study were made available under the student interchange provisions which allowed a resident of one New England state to enroll in another of New England's state universities while paying only the prevailing in-state tuition rate. No state funds crossed state lines in lieu of the tuition differential, however, and it is this fact that distinguishes this student interchange program from the usual interstate contract. A total of 302 students were so enrolled that first year.

Today, in 1972, over 500 courses of study are available through the Program's interchange provisions. Every degree-granting, publicly supported postsecondary campus in New England is now involved, a total of 81 institutions. In 1971-72, over 2,000 students were enrolled through some phase of the Program — a figure made all the more remarkable by the fact that the Program's enrollment had reached 1,000 for the first time in 1969-70, just two years earlier. Indeed, of the 10,482 student registrations through the Program since 1958-59, half have occurred within the past three years.

This rapid growth in the recent past, and the prospects of continued growth in the immediate future, led the Board to authorize an evaluation of the Program which was to: (1) assess the significance and the benefits of the Program from its inception in 1957 to the present time; (2) determine how the program is currently viewed by those involved with or directly affected by it (students, administrators, legislators, etc.); and, (3) explore possible future lines of development for the Program. Particular attention was to be focused throughout upon the Program's actual and potential impact upon higher educational planning in the region.

The answers to these questions were seen as of immediate concern not only to the Board, however, but also to higher education in general, to federal and state governments, and to the general public. The implications of this evaluation are especially important given the current concern over the more effective use of educational resources and the resulting interest in intra- and interstate cooperation and planning as methods of expanding educational opportunities while avoiding costly duplication.

The Board itself has reviewed the final report of the evaluation and has already taken steps to implement several of its recommendations. A blue-ribbon commission is planned, for example, to investigate thoroughly and make recommendations regarding NEBHE's potential role in the area of regional academic planning. Meetings are already taking place at staff level to begin such planning at the undergraduate level in the allied health professions. And a thorough study of graduate education in New England is underway under Board auspices. Suffice it to say, therefore, the Board has found that report's analyses enlightening and we are in general agreement with its conclusions.

The present abstract has been prepared in order that others might also benefit from the insights and suggestions of that final report without being unduly burdened by the comprehensive background and statistical information which it contains. Copies of that complete final report are available, however, through the Board's office in Wellesley as are additional copies of this abstract.

To ensure objectivity, the Board sought a project director from outside the New England states. We were fortunate in securing the services of Mr. Steffen W. Plehn who, through his background as Vice Chancellor for Planning with the New Jersey State Department of Higher Education, brought to the study familiarity not only with multi- and interinstitutional programs and plans, but also with the likely higher educational environment of the coming decade and the general characteristics of the Northeast corridor.

Mr. Plehn was advised throughout by an Advisory Committee consisting of representatives of higher education, state government, and the general public from within and without New England. It was my pleasure to serve on that Committee, and on behalf of both the Advisory Committee and the Board, I offer Mr. Plehn our congratulations on a job well done.

November 1972

Bennett D. Katz
Chairman
New England Board of Higher Education

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MAJOR THEMES

- The New England Board of Higher Education has administered the New England Regional Student Program (or simply the Program) since 1957 with the objective of broadening higher educational opportunities for the residents of the New England states while conserving resources by avoiding study program duplication. Currently, more than 2,000 Regional Students are enrolled through some aspect of the Program. It is one of the largest efforts at interstate cooperation in higher education in the United States.

The Program developed in essentially two directions: contract programs and student interchange. This evaluation was concerned primarily with student interchange, which is unique in the nation and through which students of one state may enroll in certain Regional Programs in other states, paying tuition at only the in-state rate. Programs are opened to these Regional Students when they are "unique" or, in the case of the two-year institutions, are available at an institution located closer to a student's place of residence than an in-state school.

The administration of the student interchange is highly decentralized. Most operating decisions are made by the educational institutions. NEBHE provides leadership and coordination. Governors and legislators have shown continuing interest and support.

- Underlying the objective of the Program — to broaden opportunity through cooperation — are several factors. First, the states have a responsibility to their citizens to provide such opportunities. Second, the resources of each state, taken alone, are insufficient to provide a full range of opportunities for all its citizens. Third, however, by cooperating the New England states can simultaneously broaden opportunities and conserve resources. Fourth, this conservation will, in turn, permit a further extension of opportunities.

These assumptions are based on fundamental economic realities: (1) the scarcity of resources in relationship to needs, and (2) the increased productivity which can be achieved through the division of labor and the achievement of economies of scale.

- In the Program's first year of operation (1958-59), 31 Regional Programs were designated at the six state universities and 302 Regional Students enrolled. This pattern continued with little change for the next decade. Since 1967-68, however, major changes in policy and increased institutional participation have led to a quintupling in enrollment — from 418 in 1967-68 to 1,993 in 1971-72.

That latter year, however, still only the state universities, Lowell Technological Institute and the public two-year colleges were participating. In 1972-73, the state colleges in the region are enrolling their first Regional Students. And in 1973-74, Southeastern Massachusetts University will join the Program, meaning that virtually all public postsecondary educational institutions in New England will be participating.

- Regional interaction in higher education has traditionally been significant in New England. In 1968, for example, 81 percent of all full-time undergraduates in the nation attended college in their state of residence; in New England, only 67 percent did. Considered as a region, however, New England had a pattern of attendance that closely resembled the national norm: 14 percent of the region's full-time undergraduate residents were enrolled in another New England state and thus fully 81 percent were enrolled somewhere in New England.

Of the total of approximately 400,000 New England residents who were students in 1968, almost 46,800, or nearly 12 percent, were enrolled in another New England state. Of those currently attending a public institution in another New England state, it is estimated that 10-20 percent are Regional Students.

- Despite this pattern of regional interaction, various political, financial, and institutional pressures tend to force higher education into closed state systems. At the same time, other social, economic, and technological forces call for regional planning and coordination. Since closed state systems are undesirable and a regional "system" is improbable (at least in the near future), the answer must lie in the middle ground — interstate cooperation.

One form of interstate cooperation is the interstate contract. This is a mechanism which can be used to cover a wide variety of programs and situations. By its nature, it requires prior planning and is relatively inflexible. The costs and benefits to all parites are negotiated into balance.

Another form is student interchange. With its decentralized administration, it is more flexible and adaptable. It also appears to result in a favorable balance of costs and benefits. But it has not, to date, been effective in fostering significant regional planning.

- The 1960's were, of course, a period of fantastic growth and expansion in higher education. In such an environment, it is not surprising that planning efforts then gave limited attention to the possibilities of regional integration. The environment of the 1970's, however, is likely to be more conducive to interstate cooperation and regional planning.

Consolidation characterizes the 1970's. Resources are harder for colleges and universities to obtain. The focus of decision making in higher education is also changing, and there is increased emphasis on accountability. As a result of financial pressures — and a philosophical shift regarding the low-tuition principle — tuition is rising. Finally, and of particular importance to the Regional Student Program, the criteria for student residency and student emancipation are changing.

- Several considerations are dominant in the thinking of participating colleges and universities as they perceive the Program. It is logical and it has a history, prestige, momentum and a constituency that cannot be ignored. It does have budgetary effects, however, and while these effects are nonexistent or positive for some institutions, there are "resource" costs involved in participating for others. Finally, the Program has potential for affecting academic development and autonomy. It allowed certain institutions to "stake out territory" in the past, but some fear that it might lead to restrictions on development in the future.

• Given the likely higher educational environment of the 1970's and the pros and cons of participating in the Regional Student Program, what can be expected in the near future?

The Program provides certain advantages and no problems for the two-year institutions. It is expected, therefore, that the Program will go forward smoothly at this level with continued, if not spectacular, growth.

The state colleges will be enrolling their first Regional Students this fall. These institutions are enthusiastic about their participation, but it is too early to speculate exactly how the Program will function at that level.

It is at the state universities, however, where interstate specialization and cooperation, particularly at the graduate level, would appear to be most appropriate and beneficial:

> — At the undergraduate level, certain Regional Programs may be withdrawn because of (1) budgetary pressures and/or (2) increased in-state interest in these programs. This is a predictable process and not inconsistent with the Program's objectives. What the state universities (and NEBHE) now face is the prospect of creating additional programs in these areas to adequately serve the region's residents.
>
> — At the graduate level, significant opportunities exist for increased interstate cooperation in the 1970's. A cooperative effort to establish a regional pattern of specialization at this level would be of great benefit to each of the universities as well as to the region. By building upon the Regional Student Program, and by working together in a series of steps, important strides in the direction of furthering the quality and the economy of graduate education in New England are certainly achievable.

• There remain two possible extensions of the Program — to include private institutions and to move beyond New England's boundaries. In both instances, the conclusion is inescapable: Interstate cooperation should not be confined to any type of institution or any particular region, but rather extended wherever reasonable and feasible.

• In conclusion, the Regional Student Program has broad acceptance and is operating smoothly. Compared to total New England student enrollment, the Regional Student Program is rather small. Compared to other efforts at interstate cooperation in higher education, however, the Program has been quite significant.

The most promising opportunity in the coming years appears to be the potential for strengthening publicly-supported graduate education through a pattern of specialization between the six state universities. The most pressing uncertainty is how higher educational finance in general, and interstate cooperation in particular, will be affected by the instant residency of students.

INTRODUCTION

The New England Board of Higher Education has administered the New England Regional Student Program[1] since 1957 with the objective of broadening higher educational opportunities for the residents of the New England states while conserving resources by avoiding study program duplication. Currently, more than 2,000 Regional Students are enrolled through the Program in public and private institutions outside of their home state.

For these students, the Program makes it possible to pursue a course of study otherwise not available in their home state or available only at a much higher cost. For the participating institutions, the Program contributes to more efficient operation and brings to their campuses students who otherwise would not or could not be present. For each of the New England states, the Program obviates the need to duplicate expensive courses of study already available in neighboring states while providing its citizens with a broader range of educational opportunities than is available locally. For higher education in general, the Program can be seen as a significant activity which has the effect of transcending state boundaries in order to provide increased higher education opportunities. It is one of the largest efforts at interstate cooperation in higher education in the United States.

The purposes of this analysis were to review the history and administration of the Regional Student Program, to examine what benefits — to students, to institutions, and to states — have been generated by the Program, to sound out the attitudes of participants and other interested persons toward the Program, and to explore the possibilities for various extensions of this type of interstate cooperation.

METHODOLOGY

It was recognized from the outset that this review and analysis required both impartial and competent guidance. This was provided by the appointment of a distinguished Advisory Committee (see p. ii) which met with the project director before the research work began and four times later to review and advise on the progress of the report in preparation.

The project director and the Committee were advised to use the perspective analysis of the Program, and those attitudes toward it that could be recorded, to determine the viability of such an interstate activity and its potential growth. Although there was also interest in a precise analysis of the costs and benefits of the Program, the lack of solid cost information precluded any indepth analysis of this aspect. It remains an important unfinished task.

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[1] Referred to throughout this report as the Regional Student Program or simply the Program. Those academic programs which are made available through the Program will be referred to as the Regional Programs and the students studying under the terms of the Program will be called Regional Students.

An essential element of the study was the person-to-person consultation in the field with participants, institutional representatives, and state legislators. Since it was impossible to meet personally with all of the students in the Program, most of them were contacted by means of a printed Questionnaire.

By drawing upon both the historical information and the insights and impressions gained through these interviews and the survey, it was possible to assess the current status of the Program and to recommend those steps necessary to ensure the continued successful development of this increasingly important effort at interstate cooperation.

Table 1
ENROLLMENT IN THE NEW ENGLAND REGIONAL STUDENT PROGRAM, 1958-59 TO 1971-72

	Student Interchange Programs			*Contract Programs*			
	2-Year	*State Universities*[1]				*Industrial*	*Total—Interchange*
	Institutions	*Undergrad*	*Grad*	*Medical*[2]	*Dental*[3]	*Arts*[4]	*& Contract Program*
1958-59		287	15			14	316
1959-60		262	31			14	307
1960-61		306	39	66		15	426
1961-62		283	39	99		20	441
1962-63		287	62	111		19	479
1963-64		270	62	115		16	463
1964-65		319	86	121		19	545
1965-66		299	73	123		20	515
1966-67		330	78	125		19	552
1967-68		347	71	123		18	559
1968-69	125	409	114	121		17	786
1969-70	293	473	269	123	5	20	1,183
1970-71	406	740	433	131	10	20	1,740
1971-72	548	856	589	134	20	23	2,170
TOTALS	1,372	5,468	1,961	1,392	35	254	10,482

[1] Includes Lowell Technological Institute beginning in 1970-71.

[2] Contracts with the University of Vermont College of Medicine for the training of residents of Maine, Massachusetts, New Hampshire and Rhode Island.

[3] Contract between the Tufts University School of Dental Medicine and the State of Maine.

[4] Contract between Keene (N.H.) State College and the State of Vermont. For 1971-72, also includes 1 student each attending Adams State College (Colorado) and Arizona State University. 1971-72 is the last year in which this program was in effect.

THE REGIONAL STUDENT PROGRAM

Cooperation within New England higher education began more than twenty years ago, well before there were formal arrangements between the states. The University of Connecticut, for example, began to accept New England students at in-state tuition rates in programs such as pharmacy and physical therapy in 1948, and similar opportunities were provided by the state universities of Maine, New Hampshire, and Rhode Island. Although the rationale is obscure, such arrangements undoubtedly developed out of sound economic considerations relating to the efficient size of academic programs as well as the long-standing tradition of close association among the New England state universities.

In 1955, this pattern of cooperation was formalized by the ratification of the New England Higher Education Compact which emphasized the need for expanded opportunities through cooperation:

> The purposes of the New England Higher Education Compact shall be to provide greater educational opportunities and services through the establishment and maintenance of a coordinated educational program for the persons residing in the several states of New England . . . with the aim of furthering higher education in the fields of medicine, dentistry, veterinary medicine, public health, and in professional, technical, scientific, literary, and other fields.

The Compact also established the New England Board of Higher Education (NEBHE) as the mechanism to foster this cooperation.

Given this mandate, NEBHE immediately initiated discussions which led to the creation of the Regional Student Program in 1957. The Program developed in two directions: *contract programs* and *student interchange*.

The concept of interstate contracts for higher education programs had been pioneered by the first interstate compact agency for higher education, the Southern Regional Education Board (SREB), established in 1948. Under normal contract procedures, one state reserves a certain number of student places for its own citizens in a particular educational program in a nearby state through an annual per student subsidy. There are currently four contract programs in effect, negotiated and administered by NEBHE on behalf of the New England states: three provide for the training of residents of Maine, Massachusetts and Rhode Island as physicians at the College of Medicine of the University of Vermont and the fourth for the training of Maine residents as dentists at the Tufts University School of Dental Medicine.

This evaluation is concerned primarily with the student interchange segment of the Program, however, which is unique in the nation. Briefly stated, student interchange permits students of one state to enroll in certain Regional Programs in other states while paying tuition at the in-state rate. This aspect of the Program, which has grown very rapidly in recent years, currently involves virtually all of New England's public postsecondary educational institutions.

ITS OBJECTIVE

The objective of the Regional Student Program is to broaden postsecondary education opportunity through cooperation. Underlying this objective are a number of assumptions worth mentioning. First, relating to the role of the states, is the implicit assumption that the states have a responsibility to their citizens to provide such opportunities. This reflects a reality of American higher education.

The second and third assumptions are economic in nature and provide the rationale for interstate cooperation, namely that the resources of each state, taken alone, are insufficient to provide a full range of opportunities for all its citizens but that by cooperating the New England states can simultaneously broaden opportunities and conserve resources. This conservation will, in turn, permit a further extension of opportunities. These assumptions are based on fundamental economic realities: (1) the scarcity of resources in relationship to needs, and (2) the increased productivity which can be achieved through the division of labor and the achievement of economies of scale.

Precisely stated, therefore, the Regional Student Program *is a cooperative effort to broaden opportunity for the residents of New England through the most efficient utilization of the region's higher education resources.*

ITS ADMINISTRATION

Three levels of administration are involved in the Regional Student Program: the state governments, NEBHE, and the participating institutions. The state governments have shown a continuing, active interest in the Program. The New England Governors' Conference keeps abreast of developments and many state legislators are strong supporters. On the whole, however, state governments have not participated actively in the actual administration of the student interchange portion of the Program.

The New England Board of Higher Education, which includes government officials, educators, and citizen representatives among its membership, has played the catalytic and coordination role: gathering information defining opportunities, serving as general coordinator of the Program, and publicizing and explaining the Program to students, guidance counselors and the general public. Most decisions regarding student interchange, however, have been made by the participating colleges and universities. The institutions decide which programs will be included, to which states they will be opened, and which students will be admitted.

One can characterize this administrative process, therefore, as highly decentralized, depending on a shared understanding between many individuals on different campuses, with leadership and coordination provided by NEBHE, and with the continuing interest and support of the governors and legislatures.

ITS FIRST DECADE

The ground rules governing student interchange were initially agreed to by the six New England state universities in 1957. To broaden opportunities, "unique" programs at these universities were made available to students from other New England states. Those Regional Programs which were singularly unique were opened to the other five New England states; other programs, offered at more than one university, were opened to students from the states lacking these programs.

Each state university agreed to give first preference to qualified students from its own state and second preference to qualified Regional Students. Thus Regional Students gained admissions preference over qualified students from outside New England. In addition, Regional Students were to pay only the prevailing in-state tuition rate.

In the first year (1958-59), 31 Regional Programs were so designated and 302 Regional Students so enrolled. This pattern continued with little change for the next decade. Regional program offerings were modified from year to year, and NEBHE performed its essential coordinating functions, but enrollment remained in the narrow range of roughly 300-400 students. (See Table 1)

ITS CURRENT STATUS

Beginning in 1967-68, however, some major changes in policy were instituted. The public two-year colleges of New England joined the Program, for example, enrolling their first Regional Students in 1968-69. The policy regarding eligibility for enrollment was handled differently for these two-year students, however, in a fundamentally important way. The concept of "unique" curricula was retained, but the concept of proximity was added: even if the desired program were offered in-state, the student was eligible to enroll at a participating out-of-state institution, *if it was located closer to his place of residence.* In other respects, this extension to the two-year institutions retained the basic guidelines of the past.

NEBHE also assumed the responsibility for more aggressive promotion of the Program, informing more students of the opportunities through brochures, the media, and direct contact with guidance counselors, PTA's, etc. And Lowell Technological Institute (LTI) also joined the Program in 1970-71, opening undergraduate and graduate Regional Programs under the same policy guidelines developed by the state universities.

The New England state colleges are now in the Program, enrolling their first Regional Students in 1972-73. Again, however, the policy on eligibility was handled somewhat differently, stating only that Regional Programs must be *distinctive.* This represented an attempt to be more expansive than would be possible under a narrow interpretation of the concept of "unique", but what the term "distinctive" will come to mean can only be determined as the Program evolves. Finally, Southeastern Massachusetts University is joining the Program under the same guidelines pertaining to the state universities and Lowell Technological Institute, beginning in 1973-74. This means that virtually *all public postsecondary educational institutions in New England* will now be participating.

As a result of these changes, the number of Regional Students enrolled through student interchange nearly quintupled between 1967-68 and 1971-72 (See also Table 2):

	1967-68	*1971-72*
Two-year institutions	0	548
Univ. - Undergraduate	347	856
Univ. - Graduate	71	589
Total	418	1,993

SIGNIFICANCE OF PROGRAM ENROLLMENT

How significant are the Regional Student enrollments in particular programs or on particular campuses? Obviously, it varies. In the five largest graduate Regional Programs, in 1970-71, the percentage of Regional Student enrollment to estimated total enrollment in these programs varied from 4 percent (law, Conn.) to 48 percent (regional community planning, R.I.).

At the five two-year colleges with the highest Regional Student Program enrollment that year, Regional Students as a percentage of total enrollment ranged from 1 to 4 percent. At the state university campus with the largest

Table 2
ANNUAL ENROLLMENT GROWTH OF THE STUDENT INTERCHANGE PORTION OF THE NEW ENGLAND REGIONAL STUDENT PROGRAM

	2-Yr Institutions		*Universities - Undergraduate*		*Universities - Graduate*		*Total - Student Interchange*	
	Enroll	*Yrly Inc*	*Enroll*	*Yrly Inc*	*Enroll*	*Yrly Inc*	*Enroll*	*Yrly Inc*
1958-59			287	--	15	--	302	--
1959-60			262	-9%	31	107%	293	-3%
1960-61			306	17%	39	26%	345	18%
1961-62			283	-7%	39	0%	322	-7%
1962-63			287	1%	62	59%	349	8%
1963-64			270	-6%	62	0%	332	-5%
1964-65			319	18%	86	39%	405	22%
1965-66			299	-6%	73	-15%	372	-8%
1966-67			330	10%	78	7%	408	10%
1967-68			347	5%	71	-9%	418	2%
1968-69	125	--	409	18%	114	61%	648	55%
1969-70	293	134%	473	16%	269	136%	1035	60%
1970-71	406	39%	740	56%	433	61%	1579	53%
1971-72	548	35%	856	16%	589	36%	1993	26%
Percent Increase:								
1958-59 to 1967-68		--		21%		373%		38%
1967-68 to 1971-72		--		147%		730%		377%
1968-69 to 1971-72		338%		--		--		--

undergraduate Regional Student enrollment (262 students at the University of Connecticut), these students represented 1.7 percent of total undergraduate enrollment. At the university campus with the largest graduate Regional Student enrollment (149 students at University of Massachusetts) their percentage of the graduate total was 4.8 percent.

Thus it is clear that the Regional Student Program has become quite significant in certain programs but is still of limited importance when compared to total enrollment at any institution.

"BALANCE OF TRADE"

How are the students distributed among the states? In 1970-71 the following numbers of Regional Students (in all interchange programs) were entering and leaving each state:

	Entering	*Leaving*
Connecticut	382	352
Maine	101	186
Massachusetts	519	503
New Hampshire	179	248
Rhode Island	357	148
Vermont	41	142

Table 3
THE MIGRATION[1] OF NEW ENGLAND RESIDENTS UNDER THE STUDENT INTERCHANGE PROVISIONS OF THE NEW ENGLAND REGIONAL STUDENT PROGRAM, 1958-59 TO 1971-72

	Conn		*Maine*		*Mass*		*N.H.*		*R.I.*		*Vt.*		*Net*
	In	*Out*	*In*	*Out*	*In*	*Out*	*In*	*Out*	*In*	*Out*	*In*	*Out*	*Totals*
1958-59[2]	230	7	13	36	--	176	47	26	10	21	2	36	302
1959-60	226	11	8	34	2	159	45	29	8	24	4	36	293
1960-61	243	15	22	33	4	199	53	27	17	27	6	44	345
1961-62	210	9	21	27	5	186	54	38	24	25	8	37	322
1962-63	218	9	25	26	8	212	57	29	33	32	8	41	349
1963-64	217	5	21	30	5	195	45	34	33	29	11	39	332
1964-65	268	10	31	33	9	232	48	36	35	39	14	55	405
1965-66	227	7	31	36	7	207	43	38	45	29	19	55	372
1966-67	241	12	27	43	13	232	42	40	60	33	25	48	408
1967-68	269	18	18	36	7	243	46	38	55	39	23	44	418
1968-69[3]	351	40	46	63	106	312	61	54	63	81	21	98	648
1969-70	412	116	60	119	254	418	110	165	180	113	19	104	1035
1970-71[4]	382	352	101	186	519	503	179	248	357	148	41	142	1579
1971-72	525	375	100	228	628	655	288	370	352	179	100	186	1993
TOTALS	4019	986	524	930	1567	3929	1118	1172	1272	819	301	965	8801

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[1] Shown for each N.E. state are (1) the number of N.E. residents attending a public institution *in* that state under the student interchange provisions of the Program and (2) the number of that state's residents going *out* of that state to attend a public institution in another N.E. state under those provisions.

[2] From 1958-59 to 1969-70, only the six N.E. state universities participated in the Program.

[3] Beginning in 1968-69, includes 2-year public institutions.

[4] Beginning in 1970-71, also includes Lowell Technological Institute.

The two states with the largest Regional Student enrollments — Connecticut and Massachusetts — were very close to balance that year. The three northern states — Maine, New Hampshire, and Vermont — were net exporters. And the state of Rhode Island was a major importer of Regional Students.

Two points must be made about this distribution. First, in a dynamic period such as the recent past, these distributions were subject to rapid change (see Table 3). Secondly, given the decentralized nature of decision making, the fact that student interchange currently results in a near balance is quite remarkable.

THE NEW ENGLAND HIGHER EDUCATION SYSTEM

New England, because of its geography and its history, has a well-defined regional identity. One part of the evaluation sought to determine to what extent higher education in New England functions as an integrated "system". Based primarily upon the U.S. Office of Education's 1968 study of the residence and migration of college students, answers to the following questions were sought: Are New England residents obtaining adequate higher education opportunities? To what extent are they served by New England institutions? What are the region's unique characteristics, opportunities and problems? What is the relationship of the Regional Student Program to the picture which emerges?

DEMOGRAPHIC CHARACTERISTICS

New England, in 1970, had a population of 11,847,000, almost 6 percent of the nation's total. If New England were a state, it would be the third largest, behind California and New York but larger than, for example, Pennsylvania, Texas, and Illinois. It is densely populated, having about 276 persons per square mile, ahead of Pennsylvania, Illinois, California, and Texas. Only New York is more densely populated. It is also a comparatively wealthy region whose per capita income of $4,076 in 1969 placed it above all but seven states: New York, New Jersey and Delaware in the East; Illinois in the Midwest; and Nevada, California and Alaska in the West. In short, the New England states, when taken together, comprise a relatively large, densely populated region with a comparatively high per capita income.

HIGHER EDUCATION OPPORTUNITY

The best single indicator of undergraduate opportunity in higher education is the ratio of the number of students from a state (or region) enrolled as undergraduates in college to the college-age (18-21 year old) population of that state (or region). In New England in 1968 this ratio was .45 for all undergraduates and .36 for full-time undergraduates only. New England's ratios compared with the five largest states and the national average as follows:

	Ratio	*Ratio*
	All Undergraduates	*Full-Time Undergraduates*
New England	.45	.36
U.S. Average	.41	.32
California	.50	.31
New York	.52	.37
Pennsylvania	.40	.33
Illinois	.47	.36
Texas	.35	.29

For graduate and first-professional students, the enrollment of residents is better compared with total population.[2] The number of New England residents who were graduate or first professional students per 100,000 population in 1968, and the comparative ratios in the other large states, were as follows:

	Graduate Students	*First Professional Students*
New England	47.5	7.73
California	46.5	7.05
New York	68.4	10.23
Pennsylvania	40.0	7.44
Illinois	38.3	9.82
Texas	28.7	6.45

The overall conclusion which emerges from this analysis is that New England's "performance" warrants neither complacency nor alarm. On the whole, residents of New England were obtaining opportunities for higher education at a rate below that of New York in every respect, above that of Pennsylvania and Texas in every respect, and varied in comparison with California and Illinois.

REGIONAL INTERACTION

Across the nation, 81 percent of all full-time undergraduate students in 1968 were attending college in their state of residence. This percentage has been more or less constant for the nation since it was first measured in the 1930's. The pattern in New England, however, was strikingly different. Only 67 percent of the New England full-time undergraduate students attended college in their home state.

Considering the New England region, however, a closer approximation of the national pattern emerges: 14 percent of New England undergraduates attended college in another New England state and, therefore, 81 percent of New England undergraduates attended college within the region.

At the graduate level, this regional interaction was less pronounced. Nationwide, 77 percent of graduate students were studying in their home state. Within New England, 74 percent of such students were studying in their home state, and an additional 7 percent at another state within the region.

For first-professional students, only 49 percent of the native New England students were enrolled within their state of residence, but a total of 64 percent were studying within one of the New England states. This compared to the national average of 66 percent of such students studying in-state.

Three important conclusions can be drawn from these data. First, the six New England states, taken separately, differed considerably from the national pattern in 1968 by educating a smaller percentage of their resident students at in-state institutions. Second, however, when the six states were combined as a region, the pattern which emerged was strikingly similar to the national norm. Third, this regional interaction was significant: Of the approximately 400,000 New England college students enrolled in 1968, almost 46,800, or nearly 12 percent, were enrolled at an institution in a New England state other than their own.

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[2] The residence of graduate and first professional students is more uncertain than in the case of undergraduates because these students often become residents of the states in which they pursue their education — a fact further complicated by the differences in residency requirements between states. Hence caution must be used in making these comparisons.

PRIVATE INSTITUTIONS

The following table points out another, more widely recognized attribute of New England higher education — the degree to which opportunities are provided to the region's citizens by private colleges and universities. Shown are the percent of residents attending college anywhere in the U.S. who were enrolled in public and private institutions.

Residency of	*Undergraduate*		*Graduate*		*First Professional*	
Students	*Public*	*Private*	*Public*	*Private*	*Public*	*Private*
New England	43%	57%	46%	54%	16%	84%
United States	72%	28%	66%	34%	42%	58%
Pennsylvania	56%	44%	63%	37%	31%	69%
Illinois	65%	35%	60%	40%	32%	68%
Texas	81%	19%	78%	22%	56%	44%

With respect to New England residents enrolled in a New England state other than their own, the majority were attending private institutions. Of the total 46,800 New England students so enrolled in 1968, nearly 81 percent (38,000) were enrolled in private institutions, while only 19 percent (8,800) were enrolled in public institutions.

CAPACITY WITHIN NEW ENGLAND

Until now, this analysis has focused on how many New England residents attend college and where they attend. Now the focus shifts to New England's colleges and universities in order to look at the region's higher education "capacity" in 1968 and by whom it was used. (It is assumed here that the region's "capacity" that year actually equalled the total student enrollment.)

Capacity within New England was preponderantly under private rather than public control, particularly at the graduate and first professional levels.

	Full-time Undergraduate		*Graduate*		*First Professional*	
	Public	*Private*	*Public*	*Private*	*Public*	*Private*
Connecticut	31,616	26,717	10,051	8,960	593	1,346
Maine	11,344	7,955	1,187	10	120	66
Massachusetts	51,757	103,194	7,367	28,643	--	8,239
New Hampshire	11,386	13,133	3,574	1,605	--	--
Rhode Island	9,588	10,793	700	349	--	371
Vermont	6,828	8,479	618	123	231	--
TOTAL-N.E.	122,519	170,271	23,497	39,690	944	10,022
PERCENT	42%	58%	37%	63%	9%	91%

How was this capacity utilized by in-state students, by students from the region, and by students from elsewhere in the nation?

Forty-four percent of the spaces for full-time undergraduates at private institutions in New England were utilized by residents of the state in which the institution was located; 62 percent were utilized by students from throughout the New England Region. A higher percentage of graduate students (54 percent) were from in-state, but interstate movement within New England at this level was much less — only 7 percent — for a total of 61 percent. At the first-professional level, 38 percent of the students were from in-state and another 11 percent were from one of the other New England states.

At New England's public institutions, 88 percent of the full-time undergraduates were from in-state — fairly closely approximating the national norm (89 percent). Once again, however, the inclusion of the 5 percent enrollment from other New England states brings the regional percentage up to 93 percent. At the graduate level, the 82 percent from in-state is above the national average (76 percent) and the 87 percent for all regional movement is well in excess of the national figure. For first-professional students, the rates were 71 percent in-state and 21 percent other New England Students for a total of 92 percent; while first-professional enrollment in public institutions in New England is growing, it is still too limited to draw any conclusions.

ROLE OF THE REGIONAL STUDENT PROGRAM

In 1968, approximately 8,800 students from New England were attending public institutions in a New England state other than their own. This constituted about 2 percent of total New England enrollment that year. What proportion of these students were enrolled in the Regional Student Program? The answer is 815, or a little less than 10 percent. Since 1968, however, enrollments in the Regional Student Program have more than doubled, reaching 1,993 students in 1971-72. Unfortunately, the federal government has not collected data on interstate student migration since 1968. It seems unlikely, however, that the enrollment of out-of-state New England students would have also doubled between 1968-69 and 1971-72.

It would seem safe to conclude, therefore, that about 2 percent of the New England residents attending college are currently enrolled at public institutions in other New England states, and that between 10 and 20 percent of these students are participating in the Regional Student Program. Thus of total New England enrollments, those in the Program are in the neighborhood of one-half of one percent.

INTERSTATE COOPERATION

Now it is time to address the question of what role the Regional Student Program *might* play in the future. In this section, the desirability and feasibility of interstate cooperation is reviewed in a more fundamental way and the costs and benefits of such cooperation are analyzed.

Until now it has been assumed that interstate cooperation, as represented by the Regional Student Program, is a good idea and a workable one. But is this a sound assumption? As a way of answering that, it is useful to look at the alternative directions in which interstate cooperation might proceed in New England.

"GO IT ALONE"

The states have always been the most significant unit of government with regard to higher education. In the colonial period, state governments chartered private institutions and provided them with financial support. Beginning in the nineteenth century, the state universities were developed, then the state colleges, and most recently the two-year colleges. With the exponential growth of enrollments since World War II, the states have created new agencies to plan and coordinate higher education within their borders, not only for the public institutions but increasingly for the private institutions as well.

Student attendance patterns have also followed state boundaries. Since the 1930's, over 80 percent of the nation's students have enrolled in their home state. In recent years this tendency has been accentuated; the proportion of degree-credit students enrolled out-of-state declined from 18.2 to 16.8 percent between 1963 and 1968.

Why have the states built these walls around their colleges? Campus unrest and anxiety about out-of-state "agitators" played a part. More important, however, were the financial pressures on state governments: legislators, caught between the demands of their citizens for educational opportunities and the resistance of these same citizens to increasing taxes, have become less willing to provide financial subsidies for the education of non-taxpaying students from other states.

These same pressures could, at some future point, place the Regional Student Program in jeopardy. It is conceivable that one or another state might withdraw from the Regional Student Program, and this in turn would likely lead to further contractions.

Given the long-standing pattern of cooperation underlying the Regional Student Program, and the regional commitment to its success, this alternative seems unlikely. The point to be made, however, is that there are a series of fundamental pressures inherent in American higher education which run counter to effective interstate cooperation. Political pressures, financial pressures and the structure of institutions all press towards the further elaboration of closed systems of higher education.

INTEGRATION

There is a different set of considerations, less immediate but still powerful, which suggest that an integrated regional approach to the planning and coordination of higher education in New England is appropriate. (The intent here is not to propose that the states cede their responsibilities and powers to a new regional organization but rather, to point out the limitations of the present state-by-state approach.)

First, as already described, the New England states are relatively small although populous. Secondly, the New England states are already interdependent in providing higher education to each other's citizens. Finally, given this interdependence, decisions made in one state can have significant impact on the citizens of the others.

It is difficult to achieve economies of scale when planning for smaller population units. This, of course, is a major reason why the Regional Student Program was originally established. The question of economies is likely to receive even more attention in the future because of the financial pressures on higher education, and this attention will be focused on the size of institutions as well as the size of programs.

In particular, there is a series of new departures in higher education, still in their early stages, which promise to be of future importance but which appear extremely difficult for a small state to execute. These have to do with the new educational technologies and new institutional structures such as the open university and external degree programs. These new technologies involve sizeable expenditures for the development of materials, and this in turn requires a large "market" to underwrite the investment involved. It is difficult to conceive how the New England states could take advantage of these new departures without a regional approach.

In summary, political, financial, and institutional pressures tend to force higher education into closed state systems. At the same time, other social, economic, and technological forces call for regional planning and coordination. Since closed state systems are undesirable and a regional system is improbable (at least in the near future), the answer must lie in the middle ground —interstate cooperation.

CONTRACTS

One form of interstate cooperation is the contract, which has four important characteristics. First, it is a mechanism which can be used to cover a wide variety of programs and situations; it can be used between states, with public and private institutions, and for a variety of special arrangements. Second, however, the contract requires prior planning. A party desiring to contract for an educational service must have its objective(s) clearly in mind.

Third, in the process of negotiating a contract the costs and benefits to all parties must be brought into balance. One party wishes to reserve a quota of spaces in a program and is willing to pay for them; the other party has spaces to offer for which it wishes payment. If they reach agreement it is because both parties find the balance of costs and benefits acceptable.

Fourth, the contract tends to be inflexible in the short run. Changes generally require renegotiation, and this process tends to occur infrequently. As a result of these characteristics, the contract is used primarily for high cost programs involving relatively few students.

STUDENT INTERCHANGE

A second form of interstate cooperation is student interchange. The policies which have been followed for the student interchange element of the Regional Student Program differ from contract administration in two closely related respects. First, administration has been decentralized to the level of each participating institution, with the result that the Program has operated extremely flexibly. And secondly, the financing of the Program has been altruistic in that the participating states have never precisely calculated their costs and benefits or tried to strictly attain a balance in the interchange of students.

These two differences are extremely important. The flexibility which derives from institutional administration has given the program the capacity to adapt rapidly and precisely. New programs have been opened from year to year, and existing programs withdrawn on occasion. The flow of students from the different states to the different institutions has varied over time. And, in a large number of instances, decentralization has permitted small numbers of students to enroll in specific programs which they desire to pursue. Such adaptability to student interest and institutional capacity could never be attained through negotiated contracts. This flexibility in administration has been possible because the participating states have not been concerned that the costs and benefits balance out precisely each year.

At the same time, and as a concomitant of this flexibility, the student interchange program does not appear to have fostered deliberate and coordinated regional planning. There is a dilemma here; planning tends to preclude flexibility, and flexibility tends to preclude planning.

COSTS AND BENEFITS

On the surface, it might be expected that, under student interchange, all benefits accrue to the state from which a Regional Student originates and all costs to the state which provides his or her education — and that both are roughly equal to the costs of educating a student at a public institution. On closer examination, however, it appears that the benefits are more widespread and the costs are much less than this first approximation would suggest.

To the student, the ability to enroll in a desired program in a nearby state is of clear benefit. At a minimum, the economic benefit is equal to the difference between in-state and out-of-state tuition. This assumes, however, that the student could gain admittance to the out-of-state program independently of the Regional Student Program, which may or may not be true. Alternatively, then, the value of the benefit is the difference between in-state tuition and the cost to attend a similar program at a public institution outside of New England or at a private institution somewhere. This cost is likely to be larger. In some instances, a student may have no feasible access to a program except through the Regional Student Program, and in these cases the value of the opportunity is extremely high.

For the exporting state, the benefit is at least equal to the marginal cost of educating a student at an in-state public institution. But the benefit is in reality larger than that. For each Regional Program accessible to its students, the exporting state is able to avoid the costs of establishing that program on its own while still securing for its citizens the opportunities they desire at reasonable cost. If the exporting state were forced to establish each of these programs itself, the average cost of in-state public higher education would probably rise and other public needs might go unfilled because of the increased tax resources required for these programs.

The cost is experienced by the importing state. Once again, it might be assumed that this cost is equal to the average per student subsidy (i.e. state appropriation) at the public institution in the importing state. Actually, the true cost is probably less. The institution first admits to a Regional Program all qualified in-state applicants and then fills out the program with qualified Regional Students. In general, these additional Regional Students do not — or at least need not — engender significant additional expenditures. Rather, these students are being added at the margin to attain the optimum student enrollment. Hence, the Regional Student Program allows the institution to achieve economies of scale by adding additional students without substantially increasing educational costs.

There are other less tangible benefits having to do with diversity. The Regional Student gains the opportunity to experience a new environment in a different state. This is a broadening experience for him. At the same time, the college or university which accepts him adds to the diversity of its own student body. This is a benefit to the institution and its students.

Of course, the fact that the total cost and benefit relationship of the Program is favorable is not in itself sufficient; in addition, the distribution of costs and benefits *between* the states must be in some reasonable balance over the long run if the cooperative relationship is to be durable.

Earlier, it was noted that the "balance sheet" for Regional Student enrollments between the states fluctuates from year to year, and that in 1970-71 a reasonable balance occurred (see table 3). There is no way of predicting how the "balance sheets" will appear in future years. Is this a problem?

Given the advantages of the Program to all parties, it would seem unreasonable to seek a precise balance in student interchange from year to year. The overall benefits are so great that minor descrepencies should be overlooked, and this has been the practice in the past. Perhaps more importantly, the flexibility and adaptability of the Program would be undermined if the states sought to assure a balance in student interchange. This could only be achieved through a system of formal contracts and, as seen, such contracts cause rigidity and can only be applied where the number of students involved is small. In addition, the negotiation and implementation of such contracts would greatly increase the administrative costs of the Program.

At the present time, therefore, an excessive concern with achieving balance would not appear to be warranted. The more reasonable course would be to continue to monitor the Program from year to year and perhaps be prepared to institute a procedure for reimbursement after the fact if an unacceptable imbalance develops and persists.

CURRENT OPERATION OF THE PROGRAM

A number of questions were asked during the interview process in order to determine how well the Regional Student Program is operating given its present objectives and policies. In addition, over 500 participating students responded to a questionnaire designed to determine how they felt about the Program. The Program exists. What do people think about it? Are there any problems?

The general principle of interstate cooperation and the general form of the Regional Student Program were accepted and welcomed by those interviewed. The Program is operating reasonably smoothly. Perceptions of the Program are positive. The basic policies are working.

On the campuses, for example, Regional Students were not felt to be distinguishable from other students on the basis of performance, persistence, leadership, etc. Second preference in admissions appears sound in concept and workable in practice at the undergraduate level. At the graduate level, state of residence is irrelevant for admissions decisions.

A number of problem areas were identified, however, and these are summarized below along with recommendations for meeting them. (Some concern was expressed regarding the loss of the in-state/out-of-state tuition differential, but that will be discussed in the next section.)

VISIBILITY

While there appears to be a general understanding in New England that some sort of regional cooperation in higher education exists, the specific form of the Regional Student Program is not well known. Despite NEBHE's increased efforts in recent years to publicize the Program, more needs to be done to ensure that individuals who might benefit from the Regional Student Program obtain the necessary information at the time that they are making decisions about their future education.

There is, however, one important caveat in this area. Despite this lack of adequate promotion, capacity has been regularly achieved in many Regional Programs. It is important not to raise false hopes among students. Thus, care should be taken not to mislead students, parents or guidance counselors regarding the number of spaces actually available for Regional Students through the Program.

Recommendation 1: As an aid to guidance counselors and students, NEBHE might publish large tables for each state which would list Regional Programs on one axis and the institutions where these programs can be undertaken on the other.

Recommendation 2: An attempt should be made to provide all seniors in New England high schools with a brochure describing the Program.

Recommendation 3: Informing prospective graduate students may be more difficult. A recent proposal to mail information on the Regional Student Program to every student requesting a graduate admissions application is an excellent idea. Also promising is the idea of informing department chairmen more completely about the Program since college seniors often seek their chairmen's advice in choosing graduate schools.

Recommendation 4: NEBHE might consider giving special publicity to programs — particularly high cost programs — which have unused capacity. This might be particularly appropriate for certain occupational programs at the two-year level. Institutions with underenrolled programs should be eager for additional students from out-of-state, but often have no way of contacting them. Guidance counselors, in turn, would welcome specific information on such opportunities. (Such programs should only be publicized, however, if subsequent employment opportunities are reasonably assured.)

DESIGNATION OF REGIONAL PROGRAMS

The designation of Regional Programs occurs each spring when NEBHE arranges a meeting among the institutional representatives for that purpose. Defining the degree of "uniqueness" has caused some difficulties at the graduate level and for the state colleges. Agreement has not been reached as to the level of specialization that should govern decisions at the graduate level. The state colleges have chosen to use the term "distinctive", but the lack of operating experience makes it impossible to evaluate the results of this approach.

The only other problem mentioned concerned the date when the Program catalogs (the so-called "Apple Books") appear; it was indicated that these catalogs should be issued by September at the latest. The delay in issuance does not arise during printing and distribution, however. It occurs when the process of designating Regional Programs takes longer than expected.

Recommendation 5: The annual meetings of institutional representatives should continue to be scheduled as early as possible in the spring, and it should be emphasized to the colleges and universities that early distribution of the Program catalogs depends on rapid clearance of designated programs.

LIAISON AND COORDINATION

In an effort involving as many institutions and individuals as the Regional Student Program, problems of liaison and coordination are to be expected. Predictably, therefore, some concern was expressed on this point.

Recommendation 6: As staff and legislators' schedules permit, face-to-face meetings to discuss the Regional Student Program and other opportunities for interstate cooperation should be arranged. Such sessions are extremely difficult to schedule, but opportunities for dialogue with legislators about the Program should be taken advantage of as they arise.

Recommendation 7: NEBHE should attempt to establish better communications regarding the Regional Student Program with the presidents and/or provosts of the state universities. At the present time, most communications flow to the admissions officers (regarding undergraduate programs) and graduate deans. Relations with both groups are excellent, and communication at this level is entirely proper and desirable for many of the technical aspects of operating the Program. However, important information sometimes has failed to reach the presidents at the right time, with the result that they have felt bypassed. While decisions on channels of communication are not entirely within NEBHE's control, unnecessary misunderstandings could be avoided, and new opportunities might materialize, if better communication existed with the presidents and/or provosts as well as with the admissions officers and graduate deans.

IMPACT ON PLANNING

As suggested earlier, regional planning *could* be an extremely important by-product of the Program. In general, however, education officials indicated that the Regional Student Program had *not* played a role in their planning in the past. A few exceptions were cited, but almost universally those interviewed could not identify instances where the existence of the Program had affected their planning. Instead, most of the discussion centered on the difficulties of surmounting state boundaries and dwelt on past instances where local decisions had been made which in fact contradicted the concept of a regional pattern of specialization.

The 1960's were, of course, a period of fantastic growth and expansion in higher education. New institutions and new programs sprang up everywhere—the emphasis was on unmet needs and resources were rather freely available. The common expectation was that growth would continue indefinitely. In such an environment, it is not surprising that planning efforts in the 1960's gave limited attention to the possibilities of regional integration.

The assumptions governing higher education planning have changed drastically in the last few years, however. Whether the environment of the 1970's is likely to be more conducive to interstate cooperation and regional planning is the critical question in considering the future of the Regional Student Program.

THE FUTURE: THE SETTING

As mentioned earlier, one of the most significant developments in the governance of higher education has been the emergence of state bodies charged with the responsibility for planning and coordinating the future of postsecondary education in their states. There is little doubt that these agencies, which now exist in one form or another in four of the New England states, will play an important role in the future evolution of the Regional Student Program.

Nevertheless, it is useful to consider the future of the Program from the perspective of the colleges and universities themselves since their full cooperation is and will continue to be essential for its future success. Two sets of considerations will affect the decisions of those institutions: the likely higher educational environment of the 1970's and the various incentives and disincentives for participation in the Program.

THE 1970's

Most observers would agree that the environment of the 1970's will differ from that of the 1960's in several important ways. The era of rapid enrollment growth is over. Resources will be harder for colleges and universities to obtain. Consolidation will characterize the 1970's. As a result of financial pressures — and a philosophical shift regarding the low-tuition principle — tuition is rising. The focus of decision making in higher education is also changing, and there is increased emphasis on accountability.

Finally, and of particular importance to the Regional Student Program, the criteria for student residency and student emancipation are changing. While no one knows exactly what effect these changes will have on the financing of higher education in general, they could remove the financial benefit of the Program to Regional Students.

INCENTIVES AND DISINCENTIVES

It is next necessary to look at the incentives and disincentives for participation in the Regional Student Program as perceived by the colleges and universities. Obviously these incentives and disincentives vary in relevance and impact from state to state and institution to institution.

It is useful to begin with the disincentives, of which there are two: (1) budgetary effects and (2) fear of regional restrictions on institutional development.

In New England, public colleges and universities are financed in one of two ways: either the state appropriates the entire budget, in which case tuition receipts are deposited in the general fund of the state, or the state appropriates less than the total budget, in which case the institution retains whatever tuition is collected. In a state where tuition is retained, admission of a Regional Student represents a direct loss of revenue equal to the difference between in-state and out-of-state tuition. In a period when resources are tight, this constitutes a disincentive for aggressive promotion of the Regional Student Program.

The second disincentive is an emotional fear that the Regional Student Program might lead to some form of regional coordination of academic development. As discussed earlier, coordination on a regional basis does not now exist; this anxiety is entirely prospective. Nevertheless, the *possibility* that future academic development might be influenced by regional planning is, to some officials, a reason for restraint.

Turning to the incentives for participation, the first two are the converse of the above disincentives. First, for those institutions where tuition is deposited to the state, there is no financial penalty for admitting Regional Students. Since there is no direct "resource cost", this is often an incentive for participation.

Secondly, the Regional Student Program opens up *new* possibilities for institutional development. In the past, the existence of the Program actually helped certain colleges and universities to "stake out territory". If an institution wanted to start a new program for which in-state demand was insufficient, the Regional Student Program provided a means of generating the additional enrollment needed. Although assistance in the creation of new programs is less relevant now, the Program can still aid institutional development.

The third incentive relates to the general acceptance of the Program. There is, first, a moral pressure towards regional cooperation. The concept of cooperation is so reasonable that no one opposes it on the level of principle. The Program also has a history, prestige, momentum and a constituency that cannot be ignored.

The fourth incentive is the possible prestige connected with participation in the Program.

Fifth, there is a positive pressure stemming from a state's *overall* participation in the Program. Despite the "resource cost" of enrolling Regional Students at certain institutions, *overall,* the states in which these institutions are located are net creditors in the exchange of students. While the loss of revenue is regretted, these institutions are hesitant to jeopardize a relationship generally favorable to their states' citizens.

THE FUTURE: THE SHORT RUN

Given the likely higher educational environment of the 1970's and the pros and cons of participation in the Regional Student Program, what can be expected in the near future? It is useful to consider each type of institution in turn.

TWO-YEAR INSTITUTIONS

The major observation with respect to the two-year institutions is that the Regional Student Program has had limited impact on them. These institutions have few out-of-state students, and virtually all are Regional Students. Looking ahead, no two-year colleges or institutes anticipate any significant change in Regional Student enrollment patterns. They expect more Regional Students, but not many more. This is a peripheral program for the two-year institutions, therefore, and one which provides certain advantages and no problems.

Some of their programs are high cost and underenrolled, however. Wider publicity about the Regional Student Program could be useful in generating out-of-state students for such programs.

Recommendation 8: The officials of the two-year institutions tend to be pragmatic, concerned with good management, and inclined to be cooperative with one another. NEBHE can play a useful role by keeping these institutions in contact with one another and by helping them focus cooperatively on their high-cost/low-demand programs.

In conclusion, the Regional Student Program can be expected to go forward smoothly at the two-year college level with continued, if not spectacular, growth.

THE STATE COLLEGES

The state colleges are enrolling their first Regional Students this year. Conversations with state college officials indicated that no one, at this time, has any idea exactly what will happen next fall in terms of the enrollment of Regional Students.

The state colleges are, however, enthusiastic about participating in the Program. Because of the similarity of their programs, the state colleges find it difficult to apply the concept of uniqueness. Furthermore, there are potential problems in relating the programs at the state colleges to those at the state universities, particularly at the graduate level. In short, it is too early to speculate exactly how the Regional Student Program will function at the state college level.

STATE UNIVERSITIES AND LOWELL TECHNOLOGICAL INSTITUTE

At the state universities and Lowell Technological Institute the situation is worth more extended consideration. Historically, the state universities fathered interstate cooperation in New England, developed the Regional Student Program along with NEBHE, and currently enroll two-thirds of the Regional Students. Secondly, these institutions are obviously important to the region both in terms of size and programs offered. Finally, interstate specialization and cooperation, particularly at the graduate level, would appear to be both appropriate and beneficial for these institutions.

At the undergraduate level, there is good reason to think that the enrollment of Regional Students is likely to be smaller in the future. Because of the budgetary squeeze, the state universities are dropping Regional Programs where they believe sufficient demand from full-tuition paying, out-of-state students is available to fill the program. Also, in a number of Regional Programs, the increase in applications from qualified in-state students is filling spaces formerly filled by Regional Students. This phenomena is particularly noticeable in the allied health fields where, in keeping with national trends, increased numbers of students are applying.

It should be recognized that the closing out of Regional Programs because of expanding in-state demand is both a predictable process and one not inconsistent with the objectives of the Regional Student Program. One advantage of the Program is that it permits an institution to establish a new program at optimum size at the outset even though sufficient in-state demand may not be available. Eventually, however, a point may well be reached when a second such program is needed in the region to meet total regional demand. That second program should then be established.

It is at the graduate level, however, where the most significant opportunity may exist for increased interstate cooperation in the 1970's. Although the difficulties of transcending state boundaries are great, a cooperative effort among the state universities to establish a regional pattern of specialization at the graduate level might have a reasonable chance of success and, if succesful, would be of great benefit to each of the universities as well as to the region.

These implications were discussed with the presidents, graduate deans and other officials at the six state universities. As a result of those conversations, it was possible to construct plausible arguments both for and against a cooperative effort of the state universities to plan together in this period of consolidation.

The argument *for* a cooperative effort goes as follows:

> "A majority of the graduate programs appear to be too small. In most academic fields, the expansion of knowledge has been so great that only large departments can provide satisfactory coverage of a discipline. This, in turn, requires a sizable enrollment of students if costs are to be kept within reasonable bounds. A small program implies one of two things: either that the coverage of the field will be relatively narrow, or that the program will be of high cost. Neither is desirable.
>
> "Competition among universities at the graduate level is likely to intensify during the 1970's. There will be a premium on quality programs because students are unlikely to continue to enroll in programs which do not lead to employment. Furthermore, mass and breadth are important in competing for federal research support.

> "Cost considerations are also important. With the financial pressures currently experienced and anticipated, university administrations will have to take a hard look at existing programs and are likely to be forced to realign and/or drop some of them.
>
> "Joint planning for the region, leading to specialization in particular areas at each university campus, would provide an opportunity to undertake such a realignment in a comprehensive and reasonable way. Responsibilities could be allocated on the basis of comparative advantage. A region of twelve-million people could support a comprehensive graduate education system of excellence if it took such form.
>
> "From the point of view of each of the universities, a cooperative regional plan is a means for overcoming particular interest groups who otherwise can prevent a sensible realignment.
>
> "It should not be expected that such a plan could be worked out quickly. It would take time and effort. But it is in the self-interest of all six state universities, as well as the general interest of the region, to have such a pattern of specialization evolve."

The argument *against* regional specialization can be put as follows:

> "It is too late to think of specialization. All of these programs already exist. It is a fundamental fact of university life that you can never drop a graduate program. Graduate work is central to institutional prestige and institutional dynamics.
>
> "Furthermore, even if you wanted to cooperate, on what basis would you specialize. Academic programs are endlessly linked: undergraduate and graduate, and among graduate fields. How would you differentiate programs and divide them up?
>
> "Even if an agreement were desired, would there really be a way to surmount the barriers of state boundaries. The states have different financial policies, different educational objectives, and, on the more mundane level, different procedures. How could agreement ever be reached?
>
> "And even if an agreement were reached, there would still be dangers and problems. The costs of coordination might be enormous, enough perhaps to eat up any savings. And in an interstate arrangement of this sort, everything depends on personalities: what happens when a particular university president resigns or a particular governor loses re-election?"

Which of these arguments is correct? In a sense, they pass each other in the night. Everyone agrees that a problem exists. The disagreement relates to whether an *interstate* solution is feasible. Obviously a comprehensive plan of specialization cannot and should not be developed or implemented without adequate lead time. But by building upon the Regional Student Program, and by working in a series of steps, important strides in the direction of furthering the quality and the economy of graduate education in New England may well be achievable.

Recommendation 9: In order to further study the graduate question and to explore other opportunities for cooperation between the state universities, NEBHE and the state university presidents should jointly establish and fund the staff position "State University Coordinator". This individual would report to both NEBHE and the state university presidents. His responsibility would be to study, initiate and support a variety of cooperative efforts between the New England state universities.

EXTENSION OF THE PROGRAM

In a region where private higher education has traditionally been as important as it has in New England, it is obvious that the potential for participation by private colleges and universities should be considered in any cooperative effort.

The policies underlying student interchange, however, make it difficult to conceive how private colleges and universities might participate. One of the primary benefits to students of the Program regards the saving of the differential between in-state and out-of-state tuition, a differential that does not exist at private institutions.

There is, however, no such barrier to contract programs. In fact, virtually any arrangement between the individual state governments and any private institution is theoretically feasible through the contract mechanism with NEBHE facilitating such arrangements across state lines or even within a particular state where constitutional restrictions may exist (as in the Commonwealth of Massachusetts).

When the question of the possible involvement of private institutions in the Program was raised during the interviews, it was generally believed that the issues of including the private sector in all future higher educational planning and of public support for private higher education were increasingly important. However, it was also generally felt that these issues would need to be faced within the individual states before any broadly based regional or interstate approach could be considered.

The interview process also sought to determine whether the New England states should seek to confine their interstate cooperative efforts within the region's boundaries or whether cooperative arrangements should be pursued beyond New England. The sentiment of those interviewed was unanimous. Other cooperative arrangements should be established wherever possible.

The conclusion is inescapable.

Recommendation 10: Interstate cooperation should not be confined to any type of institution or any particular region, but rather extended wherever reasonable and feasible.

THE FUTURE: THE LONGER RUN

Uncertainty as to the resolution of the residency question makes speculation about the long run future of the Regional Student Program difficult, since the saving of the tuition differential has been, to date, an integral feature of the Program. It seems likely, however, that the educational, social, economic, and technological forces which presently make regional cooperation beneficial will grow in importance.

A number of areas are suggested for future study, therefore, because of their importance for the future evolution of regional cooperation:

(1) The *border exchange* concept which has been successful at the two-year institutions might be extended to other levels of the Program — particularly the state colleges, and possibly utilizing contract arrangements.

(2) The *open university* concept is gathering momentum in New England, and if implemented would seem more feasible for a "market area" the size of the region, rather than on a state-by-state basis.

(3) The *elimination of the financial disincentives* of participation at those schools which retain tuition receipts might be accomplished in a number of ways. These deserve further exploration.

(4) Given the uncertainty associated with the residency question, the effects upon the viability of the program *if the tuition benefit were eliminated* — leaving only second preference in admissions — should be investigated.

(5) Ways of further involving the *private sector* in the Program, particularly through the contract mechanism or possibly through student assistance, should be explored.

(6) A more in depth analysis of *graduate and professional education* in the region should be conducted, focusing upon all of the region's educational resources, public and private.

(7) The evolving role of *coordinating agencies* in the region should be closely considered to determine to what extent the Program and/or NEBHE might be of further assistance to them.

(8) The *cost/benefit analysis* which was envisioned at the outset of this study might be feasible at some point in the future as the states and institutions develop better cost information.

(9) Finally, as answers to these and other questions are found and as the higher educational environment continues to change, an effort should be made to *monitor* the Program on a regular basis and to undertake *another complete evaluation,* possibly as soon as 1975.

CONCLUSION

Interstate cooperation in any field of public policy is very difficult. The states have always been the basic units of sovereignty: both the federal government and local governments were created by the delegation of powers from the states. Each state has its own institutions, its own politics, and its own way of doing things; and state borders are highly resistent to cooperative activity.

Compared to total New England student enrollment, the Regional Student Program is rather small. Compared to other regional efforts at interstate cooperation in higher education, however, the Program has been quite significant.

Given its present policies and objectives, the Regional Student Program has broad acceptance and is operating smoothly. The most significant opportunity in the coming years appears to be the potential for strengthening publicly supported graduate education through a pattern of specialization between the six state universities. The pressing uncertainty is how higher educational finance in general, and interstate cooperation in particular, will be affected by the instant residency of students.

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*as of Dec. 31, 1972

ED 074916

New England Regional Student Program Evaluation

1957 - 1972

NEW ENGLAND BOARD OF HIGHER EDUCATION

ED 074916

NEW ENGLAND REGIONAL STUDENT PROGRAM
EVALUATION

1957 - 1972

PREPARED BY STEFFEN W. PLEHN

NOVEMBER 1972

NEW ENGLAND BOARD OF HIGHER EDUCATION
40 GROVE STREET, WELLESLEY, MASSACHUSETTS 02181

FOREWORD

The New England Regional Student Program represents an altruistic attempt to transcend state boundaries in order to provide expanded postsecondary educational opportunities to the citizens of the New England states. It should also provide a more rational base for interinstitutional and interstate planning by the region's colleges, universities and institutes by eliminating the need for the costly duplication of academic programs and facilities.

When the Program was first discussed in 1957, only the six New England state universities were involved. In its first year of operation, 1958-59, only 32 "unique" courses of study were made available under the student interchange provisions which allowed a resident of one New England state to enroll in another of New England's state universities while paying only the prevailing in-state tuition rate. No state funds crossed state lines in lieu of the tuition differential, however, and it is this fact that distinguishes this student interchange program from the usual interstate contract. A total of 302 students were so enrolled that first year.

Today, in 1972, over 500 courses of study are available through the Program's interchange provisions. Every degree-granting, publicly supported postsecondary campus in New England is now involved, a total of 81 institutions. In 1971-72, over 2,000 students were enrolled through some phase of the Program -- a figure made all the more remarkable by the fact that the Program's enrollment had reached 1,000 for the first time in 1969-70, just two years earlier. Indeed, of the 10,482 student registrations through the Program since 1958-59, half have occurred within the past three years.

This rapid growth in the recent past, and the prospects of continued growth in the immediate future, led the Board to authorize an evaluation of the Program which was to: (1) assess the significance and the benefits of the Program from its inception in 1957 to the present time; (2) determine how the Program is currently viewed by those involved with or directly affected by it (students, administrators, legislators, etc.); and, (3) explore possible future lines of development for the Program. Particular attention was to be focused throughout upon the Program's actual and potential impact upon higher educational planning in the region.

The answers to these questions were seen as of immediate concern not only to the Board, however, but also to higher education in general, to federal and state governments, and to the general public. The implications of this report are especially important given the current concern over the more effective use of educational resources and the resulting interest in intra- and interstate cooperation and planning as methods of expanding educational opportunities while avoiding costly duplication.

The Board itself has reviewed the findings of this report and has already taken steps to implement several of its recommendations. A blue-ribbon commission is planned, for example, to investigate thoroughly and make recommendations regarding NEBHE's potential role in the area of regional academic planning. Meetings are already taking place at staff level to begin such planning at the undergraduate level in the allied health professions. And a thorough study of graduate education in New England is underway under Board auspices. Suffice it to say, therefore, the Board has found this report's analyses enlightening and we are in general agreement with its conclusions. We hope others will also benefit from its insights and suggestions.

To ensure objectivity, the Board sought a project director from outside the New England states. We were fortunate in securing the services of Mr. Steffen W.

Plehn who, through his background as Vice Chancellor for Planning with the New Jersey State Department of Higher Education, brought to the study familiarity not only with multi- and inter-institutional programs and plans, but also with the likely higher educational environment of the coming decade and the general characteristics of the Northeast corridor.

Mr. Plehn was advised throughout by an Advisory Committee consisting of representatives of higher education, state government, and the general public from within and without New England. It was my pleasure to serve on that Committee, and on behalf of both the Advisory Committee and the Board, I offer Mr. Plehn our congratulations on a job well done.

November, 1972

Bennett D. Katz
Chairman
New England Board of Higher Education

NEW ENGLAND REGIONAL STUDENT PROGRAM EVALUATION

Steffen W. Plehn
Project Director
New England Regional Student Program Evaluation
(Former Vice Chancellor, New Jersey State
Department of Higher Education)

ADVISORY COMMITTEE

Thomas F. Bates
Vice President for Planning
Pennsylvania State University

Ralph A. Dungan
Chancellor, New Jersey State
Department of Higher Education

Robert Franklin
Executive Director
Connecticut Public Expenditure Council

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Fellow, Radcliffe Institute
Radcliffe College

NEBHE STAFF

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Executive Director

Raymond G. Hewitt
Director of Research

Joan-Faye Livergood
Assistant Director and Director of
the New England Regional Student Program

Susan Wales
Research Assistant for the New England
Regional Student Program

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PREFACE

Since 1957, the New England Board of Higher Education (NEBHE), the state governments, and the publicly supported colleges, universities and institutes of the region have jointly administered the New England Regional Student Program, an effort to expand higher educational opportunities on an interstate basis.

In September 1971, Dr. Alan D. Ferguson, Executive Director of NEBHE, asked me, with the guidance and assistance of a distinguished advisory committee, to undertake an evaluation of this Program, with particular emphasis on its relationship to the New England system of higher education and its alternative lines of future development given the issues and trends that are likely to shape higher education in the coming years.

The evaluation went forward in two stages. The first stage was the preparation of a report containing a brief history of the Regional Student Program, an analysis of the New England higher educational system, and a theoretical exploration of the desirability and feasibility of interstate cooperation, including the costs and benefits of such cooperation. That document became PART ONE of this final report.

In the second stage, I traveled throughout New England and interviewed approximately 100 individuals who have some connection with or interest in the Program -- legislators, coordinating and governing board officials, presidents of institutions, deans, admissions officers, and academic planners. In addition, a brief Questionnaire was mailed to over 1,200 students in the Program, some 500 of whom responded. The objective was to try to understand the thinking and perceptions of the higher education community concerning the Regional Student Program in particular and the opportunities for interstate cooperation in higher education in general. The results of those interviews and that survey and my recommendations based upon those results constitute PART TWO of this report.

Undertaking this evaluation has been a fascinating and rewarding experience for me. Everyone, especially the NEBHE staff, has been extremely helpful at every step and I am particularly indebted to Raymond G. Hewitt, Director of Research at NEBHE, for the development and analysis of the student Questionnaire as well as for editorial assistance throughout. I hope, in turn, that this report will be of some help to the New England Board as it charts a future course for this important effort in interstate cooperation.

Steffen W. Plehn
Project Director

Washington, D.C.
September 1972

1 INTRODUCTION AND SUMMARY

INTRODUCTION

The New England Board of Higher Education (NEBHE) has administered the New England Regional Student Program* since 1957 with the objective of broadening higher educational opportunities for the residents of the New England states while conserving resources by avoiding study program duplication. Currently, more than 2,000 students are enrolled through this Program in public and private institutions outside of their home state.

For these students, the Program makes it possible to pursue a course of study otherwise not available in their home state or available only at much higher cost. For the participating institutions, the Program contributes to more efficient operation and brings to their campuses students who otherwise would not or could not be present. For each of the New England states, the Program obviates the need to duplicate expensive courses of study already available in neighboring states while providing its citizens with a broader range of educational opportunities than is available locally. For higher education in general, the Program can be seen as a significant activity which has the effect of transcending state boundaries in order to provide increased higher education opportunities. It is one of the largest efforts at interstate cooperation in higher education in the United States.

The purposes of this analysis were to review the history and administration of the Regional Student Program, to examine what benefits -- to students, to institutions, and to states -- have been generated by the Regional Student Program, to sound out the attitudes of participants and other interested persons toward the Program, and to explore the possibilities for various extensions of this type of interstate cooperation.

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* Also referred to throughout this report as the Regional Student Program or simply the Program.

METHODOLOGY

It was recognized from the outset that this review and analysis required both impartial and competent guidance. This was provided by the appointment of the following Advisory Committee:

Thomas F. Bates
Vice President for Planning
Pennsylvania State University

Ralph A. Dungan
Chancellor, New Jersey State
Department of Higher Education

Robert Franklin
Executive Director
Connecticut Public Expenditure Council

Bennett D. Katz
Senator, State of Maine

Nancy St. John
Fellow, Radcliffe Institute
Radcliffe College

The Committee met with the project director before the research work began and four times later to review and advise on the progress of the report in preparation.

The project director and the Committee were advised by NEBHE to use the analysis of the Program, and those attitudes toward it that could be recorded, to determine the viability of such an interstate activity and its potential growth. Although there was also interest in a precise analysis of the costs and benefits of the Program, the lack of solid cost information precluded any in depth analysis of this aspect. It remains an important unfinished task.

It was planned that an essential element of the study be a broad and person-to-person consultation in the field with participants, institutional representatives, and state legislators. This proved to be a most significant aspect of the review and a list of those persons actually interviewed and the questions asked of them are appended. Since it was impossible to meet personally with all of the students in the Program, most of them were contacted by means of a printed Questionnaire.

The results of that survey are also appended.

SUMMARY

PART ONE (Chapters 2-4) presents the available data about the Regional Student Program and attempts to place that information in some perspective. This was the starting point. Through the interview process and further analysis, some consensus about the future promise and potential of the Regional Student Program emerged. PART TWO (Chapters 5-8), therefore, presents the results of the total evaluation effort. The contents of these chapters are summarized below.

2 THE REGIONAL STUDENT PROGRAM

The New England Higher Education Compact, which created NEBHE, was ratified in 1955. The stated objective of the Regional Student Program, as established in 1957, was to broaden opportunity for the residents of New England through the most efficient utilization of the region's higher education resources.

The Regional Student Program developed in essentially two directions: contract programs and student interchange. This evaluation is concerned primarily with student interchange, through which students of one state may enroll in certain programs in other states, paying tuition at only the in-state rate. Programs are opened to students from another state when they are "unique" or, in the case of the two-year institutions, are available at an institution located closer to a student's place of residence than an in-state school.

The administration of the student interchange is highly decentralized. Most operating decisions are made by the educational institutions. NEBHE provides leadership and coordination. Governors and legislators have shown continuing interest and support.

For the first decade (1958-1967), the interchange program was confined to the state universities and enrollment was static at 300 to 400 students per year.

The public two-year colleges and institutes joined the Program in 1968-69; the state colleges will participate beginning in 1972-73. Between 1967-68 and 1971-72 the number of students involved has nearly quintupled. (See also Appendix D.)

	1967-68	1971-72
Two-year institutions	0	548
Univ.-Undergraduate	347	856
Univ.-Graduate	71	589
Total	418	1,993

This chapter includes an anlysis of the 1970-71* enrollments by program and by level. In 1970-71, for example, there was the following balance between interchange students entering and leaving each state under the terms of the Program:

	Entering	Leaving
Connecticut	382	352
Maine	101	186
Massachusetts	519	503
New Hampshire	179	248
Rhode Island	357	148
Vermont	41	147

3 THE NEW ENGLAND HIGHER EDUCATION SYSTEM

Based primarily on the U.S. Office of Education's 1968 study of the residence and migration of college students, this chapter seeks to determine to what extent higher education in New England functions as an integrated system.

Looked at as an entity, New England can be seen as the nation's third largest state, with 6 percent of the national population, densely inhabited, and with a comparatively high per-capita income.

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* At the time the analysis was conducted, 1971-72 enrollment data were not yet available.

On the basis of gross national comparisons, students from New England were obtaining educational opportunities at an acceptable rate in 1968. New England's "performance" in terms of the proportion of the population obtaining higher education was ahead of the national average.

A smaller percentage of New England students were enrolled within their home state in 1968 than was true for the nation. Nationally, for example, 81 percent of all full-time undergraduates attended college in their state of residence; in New England, only 67 percent did.

Considered as a region, however, New England had a pattern of attendance that closely resembled the national norm. Fourteen percent of the region's full-time undergraduate students were enrolled in another New England state. Hence 81 percent of the region's full-time undergraduates were enrolled in New England. Of the total of approximately 400,000 New England students in 1968, almost 46,800, or nearly 12 percent, were enrolled in another New England state.

Compared to the rest of the nation, New England students had a more pronounced tendency to attend private colleges and universities. For example, 57 percent of New England undergraduate students attended private institutions as compared to 28 percent nationally.

Of the 46,800 students who were enrolled in another New England state, 38,000, or 81 percent, were enrolled in private institutions.

At private institutions, students from New England constituted 62 percent of the full-time undergraduate enrollment, 61 percent of the graduate enrollment, and 49 percent of the first-professional enrollment.

At public institutions, in-state students constituted 88 percent of the full-time undergraduates and an additional 5 percent were from other New England states. For graduate and first-professional students, in-state students constituted 82 percent and 71 percent of the enrollment respectively and an additional 5 percent and 21 percent respectively were from other New England states.

An estimated 2 percent of New England students are currently attending public institutions in another New England state. Of these, between 10 and 20 percent are obtaining benefits under the Regional Student Program.

4 INTERSTATE COOPERATION

The purpose of this chapter is to review the desirability and feasibility of interstate cooperation in general and to analyze the costs and benefits of such cooperation.

Since the 1930's, over 80 percent of the nation's students have enrolled in their home state for higher educational study. Recently this tendency has been accentuated. Political and financial pressures press toward the further elaboration of closed state systems of higher education.

At the same time, social, economic and technological forces call for regional planning and coordination, particularly in New England where the states are small. The New England states are already significantly dependent on each other in higher education. It will be very difficult for this region to take advantage of economies of scale or of new educational departures, such as the "open university", without a regional approach.

The interstate contract is a mechanism which can be used to cover a wide variety of programs and situations. By its nature, the contract requires prior planning, is relatively inflexible, and the costs and benefits to all parties are negotiated into balance.

Student interchange, with decentralized administration, is more flexible and adaptable, but it has not been effective in fostering significant regional planning.

Student interchange also appears to result in a favorable balance of costs and benefits. The participating students obtain a benefit which is at a minimum equal to the in-state/out-of-state tuition differential and, in many cases, of considerably greater value. The exporting states are able to avoid the costs of establishing certain programs while still securing these educational opportunities for their citizens. Costs are experienced by the importing state, but these costs are less than average costs because Regional Students are added at the margin, allowing the receiving institution to achieve economies of scale without substantially increasing educational costs. Other, less tangible benefits, such as diversity, are also created. In short, the costs of student interchange are smaller than might be expected and the benefits are larger.

The distribution of costs and benefits between the states is currently in reasonable balance. If an imbalance develops in the future, a system of reimbursement after the fact may be desirable.

5 CURRENT OPERATION OF THE PROGRAM

A number of questions were asked during the interview process in order to determine how well the Regional Student Program is operating given its present objectives and policies. In addition, over 500 participating students responded to a Questionnaire designed to determine how they felt about the Program. The answers to those questions raised in the interviews and on the Questionnaire are summarized in this chapter.

The general principle of interstate cooperation and the general form of the Regional Student Program were accepted and welcomed by those interviewed.

On the campuses, Regional Students were not felt to be distinguishable from other students on the basis of performance, persistence, leadership, etc.

Despite NEBHE's increased efforts in recent years to publicize the Program, more needs to be done to ensure that individuals who might benefit from it obtain the necessary information at the time they are making decisions about their future education.

The designation of Regional Programs occurs each spring when NEBHE arranges a meeting among the institutional representatives for that purpose. Defining the degree of "uniqueness" has caused some difficulties at the graduate level and for the state colleges. Agreement has not been reached as to the level of specialization that should govern decisions at the graduate level. The state colleges have chosen to use the term "distinctive", but the lack of operating experience makes it impossible to evaluate the results of this approach.

Second preference in admissions appears sound in concept and workable in practice at the undergraduate level. At the graduate level, state of residence is irrelevant for admissions decisions.

Some concern was expressed regarding the late availability of the Program catalogs (the so-called "Apple Books"). This, however, results from delays in the finalization of program designations by the institutions. This problem is also related, therefore, to other minor problems of liaison and coordination identified within institutions.

Finally, the Program's impact on planning is reviewed. Although no one felt planning had been affected by the existence of the Program, examples of the introduction of new programs that run counter to regional specialization were cited.

The higher educational environment is undergoing change in the 1970's, however, and that environment is likely to be more conducive to regional planning and other forms of interstate cooperation.

6 THE FUTURE: THE SETTING

Most decisions regarding the future of the Regional Student Program will probably continue to be made by the participating institutions -- at least for the immediate future. Two sets of considerations will affect those decisions: the likely higher educational environment of the 1970's and the various incentives and disincentives for participation in the program.

Most observers would agree that the environment of the 1970's will differ from that of the 1960's in several important ways. The era of rapid enrollment growth is over. Resources will be harder for colleges and universities to obtain. Consolidation will characterize the 1970's.

As a result of financial pressures -- and a philosophical shift regarding the low-tuition principle -- tuition is rising.

The focus of decision making in higher education is also changing, and there is increased emphasis on accountability.

Finally, and of particular importance to the Regional Student Program, the criteria for student residency and student emancipation are changing. While no one knows exactly what effect these changes will have on the financing of higher education in general, they could remove the financial benefit of the Program to Regional Students.

Several considerations are dominant in the thinking of colleges and universities as they perceive the Regional Student Program. The Program is logical and it has a history, prestige, momentum and a constituency that cannot be ignored.

The Program has budgetary effects, however, and while these effects are nonexistent or positive for some institutions, there are real costs involved in participating for others.

Finally, the Program has potential for affecting academic development and autonomy. It allowed certain institutions to "stake out territory" in the past, but some fear that it might lead to restrictions on development in the future.

7 *THE FUTURE: THE SHORT RUN*

Given the likely higher educational environment of the 1970's and the pros and cons of participating in the Regional Student Program, what can be expected in the near future?

The Program has limited impact on the two-year institutions -- it provides certain advantages and no problems. It is expected, therefore, that the Program will go forward smoothly at this level with continued, if not spectacular, growth.

Since the state colleges will be enrolling their first Regional Students this fall, it is too early to speculate how the Program will function at that level.

More extended consideration is given to the state universities. Interstate specialization and cooperation, particularly at the graduate level, would appear to be both appropriate and beneficial for these institutions.

At the undergraduate level, Regional Student enrollment is likely to be smaller in the future as certain programs, particularly in allied health, are withdrawn from the Program because of (1) budgetary pressures and/or (2) increased in-state interest in these programs. This is a predictable process and not inconsistent with the Program's objectives. What the state universities (and NEBHE) now face is the prospect of creating additional programs in these areas to serve adequately the region's residents.

It is at the graduate level, however, where the most significant opportunities may exist for increased interstate cooperation in the 1970's. The pros-and-cons of a cooperative planning effort at the graduate level are discussed.

Finally, this chapter focuses upon two possible extensions of the Program -- to include private institutions and to move beyond New England's boundaries. In both cases, the conclusion would seem to be that interstate cooperation should not be confined to any type of institution or any particular region, but rather extended wherever reasonable and feasible.

8 THE FUTURE: THE LONGER RUN

Uncertainty as to the resolution of the residency question makes speculation about the long run future of the Regional Student Program difficult since the saving of the tuition differential has been, to date, an integral feature of the Program. It seems likely, however, that the educational, social, economic, and technological forces which presently make regional cooperation beneficial will grow in importance.

A number of areas are suggested for future study, therefore, because of their importance for the future evolution of regional cooperation:

(1) The border exchange concept which has been successful at the two-year institutions might be extended to other levels of the Program -- particularly the state colleges, and possibly utilizing contract arrangements.

(2) The open university concept is gathering momentum in New England, and if implemented would seem more feasible for a "market area" the size of the region, rather than on a state-by-state basis.

(3) The elimination of the financial disincentives of participation at those schools which retain tuition receipts might be accomplished in a number of ways. These deserve further exploration.

(4) Given the uncertainty associated with the residency question, the affects upon the viability of the program if the tuition benefit were eliminated -- leaving only second preference in admissions -- should be investigated.

(5) Ways of further involving the private sector in the Program, particularly through the contract mechanism or possibly through student assistance, should be explored.

(6) A more in depth analysis of graduate and professional education in the region should be conducted, focusing upon all of the region's educational resources, public and private.

(7) The evolving role of coordinating agencies in the region should be closely considered to determine to what extent the Program and/or NEBHE might be of further assistance to them.

(8) The cost/benefit analysis which was envisioned at the outset of this study might be feasible at some point in the future as the states and institutions develop better cost information.

(9) Finally, as answers to these and other questions are found and as the higher educational environment continues to change, an effort should be made to monitor the Program on a regular basis and to undertake another complete evaluation, possibly as soon as 1975.

CONCLUSION

Interstate cooperation in any field of public policy is difficult given the sovereign nature of the individual states. Compared to other efforts at regional cooperation, therefore, the Regional Student Program is quite significant.

To date, the Program has gained broad acceptance and has run rather smoothly. The greatest opportunity in the immediate future is for strengthening publicly-supported graduate education through a pattern of regional specialization. The most pressing uncertainty is the effect of "instant residency" for students.

PART ONE: AN OVERVIEW

The following three chapters, along with the list of questions presented in Appendix A, were originally prepared to provide a common basis for the almost 100 interviews (see Appendix B) that were an integral part of the total evaluation process. Similarly, this material is presented here to provide the context for the evaluation itself which comprises PART TWO of this report.

Chapter 2 provides an overview of the Regional Student Program -- its beginnings, its objective, its administration, and its current status. The New England "system" of higher education, and the Regional Student Program's relationship to it, is the focus of Chapter 3. Finally, in Chapter 4, interstate cooperation in general -- including its costs and benefits -- is reviewed with an eye toward the possible future development of the Regional Student Program.

2 THE REGIONAL STUDENT PROGRAM

The purpose of this chapter is to provide a brief overview of the Regional Student Program. How did it begin? What was its objective? How has it operated? And what is its current status?

ITS BEGINNINGS

Cooperation within New England higher education began more than twenty years ago, well before there were formal arrangements between the states. The University of Connecticut, for example, began to accept New England students at in-state tuition rates in programs such as pharmacy and physical therapy in 1948, and similar opportunities were provided by the state universities of Maine, New Hampshire, and Rhode Island. Although the rationale is obscure, such arrangements undoubtedly developed out of sound economic considerations relating to the efficient size of academic programs as well as the long-standing tradition of close association among the New England state universities.

In 1955, this pattern of cooperation was formalized by the ratification of the New England Higher Education Compact which emphasized the need for expanded opportunities through cooperation:

> The purposes of the New England Higher Education Compact shall be to provide greater educational opportunities and services through the establishment and maintenance of a coordinated educational program for the persons residing in the several states of New England ... with the aim of furthering higher education in the fields of medicine, dentistry, veterinary medicine, public health, and in professional, technical, scientific, literary, and other fields.

The Compact also established the New England Board of Higher Education (often called NEBHE) as the mechanism to foster this cooperation.

Given this mandate, NEBHE immediately initiated discussions which led to the creation of the Regional Student Program in 1957. As a result of those early discussions, the Program developed in two directions: contract programs and student interchange.

The concept of interstate contracts for higher education programs had been pioneered by the first interstate compact agency for higher education, the Southern Regional Education Board (SREB), established in 1948. Under normal contract procedures, one state reserves a certain number of student places for its own citizens in a particular educational program in a nearby state through an annual per student subsidy. Generally, contract procedures are used for high cost programs for which there is limited demand.

There are currently (for 1972-73) four contract programs in effect, negotiated and administered by NEBHE on behalf of the New England states: three provide for the training of physicians at the College of Medicine of the University of Vermont and the fourth for the training of dentists at the Tufts University School of Dental Medicine. Under the terms of the medical contracts, the University of Vermont has agreed to accept up to 30, 100, and 20 qualified students from the states of Maine, Massachusetts, and Rhode Island respectively and to charge each such student only the prevailing in-state tuition; in return, the contracting states provide $5,000 toward the cost of educating each of their residents enrolled under these terms. Similarly, Tufts University has agreed to admit up to 25 qualified Maine residents at a reduced tuition rate* in return for which the State of Maine provides a $5,000 cost-of-education allowance to Tufts for each student enrolled.

The second element of the Regional Student Program, student interchange, is unique in the nation. Briefly stated, it permits students of one state to enroll in certain programs (so-called Regional Programs) in other states while paying tuition at the in-state rate. This aspect of the Program, which has grown very rapidly in recent years, currently involves all public two-year colleges, the six state universities, and Lowell Technological Institute. Beginning in 1972-73, the region's state colleges will also be participating in the Program. And in 1973-74, when Southeastern Massachusetts University joins the Program, virtually all New England public institutions will be participating. (See Appendix F)

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* Tufts is a private university and does not differentiate between in-state and out-of-state students for tuition purposes. A reduced tuition rate is offered to contract students, therefore, in place of in-state tuition.

In 1971-72, 1,993 students were involved in student interchange under the Program, of whom:

- 548 were enrolled at public two-year colleges;
- 856 were undergraduates at the state universities and Lowell Technological Institute; and
- 589 were graduate students at these latter institutions.

Clearly, the majority of participating students (hereinafter referred to as Regional Students) were beneficiaries of the student interchange provisions, and this evaluation will focus primarily on this aspect of the Program.

ITS OBJECTIVE

The objective of the Regional Student Program is to broaden opportunity through cooperation. It is stated in the Compact ("to provide greater educational opportunities and services"), in the original policy agreement among the state universities in 1957 ("to provide an increased variety of educational opportunities for the residents of the region") and in recent resolutions of the New England Governors' Conference.

Underlying this objective are a number of assumptions worth exploring. First, relating to the role of the states, is the implicit assumption that the states have a responsibility to their citizens to provide higher educational opportunity. This reflects a reality of American higher education. As the Carnegie Commission states in The Capitol and the Campus, "Throughout the history of this nation, state governments have been the public agencies most directly concerned with the education beyond high school of America's youth". (p. 7) And, the report continues, "Regardless of the shifting nature of each state's relationships with its postsecondary educational institutions, the central goal has remained the same: to meet in one or another way the needs of its citizens for training beyond the high school". (p. 7) For the members of the Carnegie Commission, and for most other observers of higher education, the fulfillment of this goal in the 1970's requires "universal access to postsecondary education related to the needs and qualifications of each student". (p. 9)

The second and third assumptions are economic in nature and provide the rationale for interstate cooperation, namely that the resources of each state, taken alone, are insufficient to provide a full range of opportunities for all its citizens and that by cooperating the New England states can simultaneously broaden opportunities and conserve resources. This conservation, in turn, will permit a further extension of opportunities. These assumptions are based on fundamental economic realities: (1) the scarcity of resources in relationship to needs, and (2) the increased productivity which can be achieved through the division of labor and the achievement of economies of scale.

To summarize, the objective of the Regional Student Program has been to broaden postsecondary education opportunities. It was established by the New England states as an outgrowth of their fundamental responsibilities for education beyond the high school and in recognition of the economic benefits of interstate cooperation. Precisely stated, *it is a cooperative effort to broaden opportunity for the residents of New England through the most efficient utilization of the region's higher education resources*.

ITS ADMINISTRATION

Three levels of administration are involved in the Regional Student Program: the state governments, NEBHE, and the participating institutions. The state governments have shown a continuing, active interest in the Program. The Governors' Conference keeps abreast of developments and many state legislators are strong supporters. On the whole, however, with the exception of major policy questions such as the inclusion of the two-year colleges or the state colleges, state governments have not participated actively in the actual administration of the student interchange portion of the Program.

The New England Board of Higher Education, which includes government officials, educators, and citizen representatives among its membership, has played the catalytic and coordination role: gathering information defining opportunities, serving as general coordinator of the Program, and publicizing and explaining the Program to students, guidance counselors and the general public. Most decisions regarding student interchange, however, have been made by the participating colleges and universities. The institutions decide which programs will be included, to which states they will be opened, and which students will be admitted.

One can characterize this administrative process, therefore, as highly decentralized, depending on a shared understanding between many individuals on different campuses, with leadership and coordination provided by NEBHE, and with the continuing interest and support of the governors and legislatures.

It is more difficult to generalize about policy in regard to the contract programs. The need to expand training opportunities in the health professions was one of the primary forces behind the passage of the Compact, and this led eventually to the negotiation in 1960-61 of contracts between four of the states (currently three) and the University of Vermont College of Medicine, and in 1969 of the contract between Maine and Tufts University Dental School.

As with student interchange, NEBHE has played a catalytic role in bringing together the relevant parties, gathering the necessary information, and assisting in the determination of equitable policy guidelines for contract programs. Unlike the student interchange programs, however, the state governments are active participants in the determination of contract programs, at least insofar as the respective governors are signators to the contracts themselves and the respective legislatures must appropriate the necessary funds to implement the contracts. NEBHE also plays a more active role in the administration of the contracts, serving as fiscal agent between the contracting states and institutions and also frequently certifying the residential eligibility of applying students.

From 1958-59 to 1970-71, for example, contracts were also negotiated between the State of Vermont and Keene State College in New Hampshire whereby Vermont would pay, through NEBHE as fiscal agent, the full out-of-state tuition for up to a predetermined number (20 in 1970-71) of its residents who were admitted to Keene State College and who would agree to either (1) return to Vermont to teach in the public school system or (2) reimburse the State for those tuition payments made on their behalf. For 1971-72 NEBHE was further authorized to contract with any institution outside of Vermont for such training of its residents under essentially the same policy guidelines, except that a maximum of $1,000 was allowable toward the annual tuition payment per student. For that year, contracts were entered into with Adams State College (Alamosa, Colorado) and Arizona State University for 1 student each in addition to the then 21 students enrolled at Keene State College. Beginning in 1972-73, however, the State of Vermont has decided to assist students in all fields of study through its existing Vermont Student Assistance Corporation rather than single out a particular field for special assistance via interstate contracts.

There have also been discussions in recent years about the use of the contract mechanism in such other fields as veterinary medicine, architecture and optometry. The contract mechanism is clearly an instrument which can be used by the states in various combinations for various purposes, with both public and private institutions, and with institutions outside New England as well as within its borders.

ITS FIRST DECADE

The ground rules governing student interchange were initially agreed to by the state universities in 1957, as follows:

(1) To broaden opportunities, "unique" programs at the universities were made available to students from other New England states. These Regional Programs were of two types: those programs which were singularly unique were opened to the other five New England states; other programs, offered at more than one university, were opened to students from the states lacking these programs.

(2) Decisions on which programs would be opened and to whom they would be opened were made by the universities themselves. For example, the University of Connecticut made the decision to open its pharmacy program to Regional Students and the University of Vermont decided that it was appropriate for Vermont students to attend.

(3) Each state university agreed to give first preference to qualified students from its own state and second preference to qualified Regional Students. Thus Regional Students gained admissions preference over qualified students from outside New England. (The fact that a program was designated a Regional Program did not guarantee that Regional Students were subsequently enrolled. In some cases, no students might apply; in other cases, there is indirect evidence that quotas for out-of-state students and other local policies have overridden the Regional Program designation.)

(4) At the undergraduate level, most Regional Programs were originally open only for the junior and senior years.

(5) Regional Students were to pay in-state tuition and were to be given consideration for scholarships on the same basis as in-state students.

(6) Academic records of Regional Students were accepted at face value, and full credit was allowed for all courses passed. (This was extremely

important in light of (4), since many Regional Students were transferring into the Program.)

(7) Degrees were awarded at the university at which the student spent his senior year.

(8) Each institution maintained control of its own curriculum, and close liaison was to be maintained between similar academic programs.

In the first year (1958-59), 31 Regional Programs were so designated and 302 Regional Students so enrolled. This pattern continued with little change for the next decade. Regional program offerings were modified from year to year, and NEBHE performed its essential coordinating functions, but enrollment remained in the narrow range of roughly 300-400 students. (See Appendix D)

ITS CURRENT STATUS

Beginning in 1967-68, however, some major changes in policy were instituted which have contributed to a more than four-fold increase in enrollment (from 418 in 1967-68 to 1,993 in 1971-72):

- First, it was decided that freshmen would be eligible for all undergraduate Regional Programs. The previous practice of transfers in the upper division years had created problems in articulating programs. It had also deterred students who did not wish to relocate in the midst of their education.
- Second, the public two-year colleges of New England joined the Program, enrolling their first Regional Students in 1968-69. The policy regarding eligibility for enrollment was handled differently for these two-year students, however, in a fundamentally important way. The concept of unique curricula was retained (i.e., a student was eligible to enroll at an out-of-state institution if the curriculum he was seeking was not available at a participating in-state two-year institution), but the concept of proximity was added:

even if the desired program were offered in-state, the student was eligible to enroll at a participating out-of-state institution if it was located closer to his place of residence. (This provision accounts for the majority of the Regional Student enrollment at two-year colleges.) In other respects, this extension to the two-year institutions retained the basic guidelines of the past: second preference for admission and in-state tuition for Regional Students, institutional decision making, and coordination by NEBHE.

- Third, NEBHE assumed the responsibility for more aggresive promotion of the Program, informing more students of the opportunities through brochures, the media, and direct contact with guidance counselors, PTA's, etc. As a result of these efforts (and with the support and cooperation of the participating institutions), enrollment in the program as a whole has grown rapidly in recent years.
- Fourth, Lowell Technological Institute (LTI) joined the Program. Both undergraduate and graduate Regional Programs were opened in 1970-71 following the same policy guidelines developed by the state universities.
- Fifth, the New England state colleges joined the Program (with the first Regional Students to be enrolled in the fall of 1972) although once again the policy on eligibility was handled somewhat differently, stating that programs to be included must be distinctive. Quite clearly, this choice of wording represents an attempt to be more expansive than would be possible under a narrow interpretation of the concept of "unique". Exactly what the term "distinctive" will come to mean can only be determined as the Program evolves.
- Finally, Southeastern Massachusetts University is joining the Program meaning that virtually all public institutions in New England will now be participating. Beginning in 1973-74, unique graduate and

undergraduate curricula at Southeastern Massachusetts University will be open to Regional Students under the same guidelines pertaining to the state universities and Lowell Technological Institute.

The interchange portion of the Regional Student Program has grown rapidly during the past five years as a result of these changes:

Table 1: ENROLLMENT IN REGIONAL STUDENT (INTERCHANGE) PROGRAM, 1967-68 TO 1971-72

	1967-68	1968-69	1969-70	1970-71	1971-72
Two-Year Institutions	--	125	293	406	548
Univ. - Undergraduate	347	409	473	740	856
Univ. - Graduate	71	114	269	433	589
	418	678	1,035	1,579	1,993

Given the current parameters of the Regional Student Program, the next step is to look briefly at the distribution of enrollments.

ENROLLMENT IN REGIONAL PROGRAMS

The undergraduate enrollment at the six state universities and the Lowell Technological Institute in 1970-71 was 740 students*. The major areas of enrollment were as follows:

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* This analysis was undertaken before 1971-72 Regional Student enrollment figures were available; it is based, therefore, upon data for 1970-71. Regional Student enrollment data for this and all subsequent tables were taken from the New England Regional Student Program Enrollment Reports compiled annually by NEBHE based upon data provided by the participating institutions.

Table 2: UNDERGRADUATE REGIONAL STUDENT ENROLLMENT, BY PROGRAM, 1970-71

Program	University	Enrollment
Physical Therapy	Connecticut	184
Pharmacy	Rhode Island	99
Occupational Therapy	New Hampshire	82
Pharmacy	Connecticut	71
Dental Hygiene	Rhode Island	45
Forestry	Maine	20
Hotel Administration	New Hampshire	18
Art Education	New Hampshire	17
Commercial Fisheries	Rhode Island	16
Social Service	New Hampshire	15
Hotel and Restaurant Administration	Massachusetts	14
Turf Management	Massachusetts	14
Agriculture Technology	Rhode Island	10
Dental Hygiene	Vermont	9
Medical Lab Technician	Rhode Island	9
Other Programs	--	117

The fifteen programs noted above accounted for 84 percent of the total undergraduate Regional Student enrollment in 1970-71. Forty-four other smaller programs accounted for the remainder.

The heavy emphasis on health-related programs should be noted. The five largest programs, for example, fall into this category and accounted for 65 percent of the total undergraduate enrollment. As would be expected, given the emphasis on uniqueness, each of the above programs is relatively specialized, tends toward being higher cost, and is occupationally rather than liberal arts oriented.

The enrollment at the graduate level in 1970-71 totalled 433 students. The following were the most heavily enrolled programs:

Table 3: GRADUATE REGIONAL STUDENT ENROLLMENT, BY PROGRAM, 1970-71

Program	University	Degree	Enrollment
Law	Maine	J.D.	55
Library Science	Rhode Island	Masters	50
Education	Massachusetts	D. Ed.	49
Regional Community Planning	Rhode Island	Masters	26
Law	Connecticut	J.D.	17
Education	Connecticut	Ph.D.	14
Engineering	Massachusetts	Ph.D.	13
Social Work	Connecticut	Masters	13
English	Massachusetts	Ph.D.	13
Ocean Engineering	Rhode Island	Masters	11
History	Massachusetts	Ph.D.	9
Mathematics	Massachusetts	Ph.D.	8
Oceanography	Rhode Island	Ph.D.	7
Other Programs	--	--	148

The thirteen programs noted above accounted for 285 students or 66 percent of the graduate Regional Student enrollment; the remaining 148 students were distributed among 69 separate other programs.

In general, graduate programs are more difficult to classify. Certain programs, such as law in Maine and Connecticut, library science and regional community planning in Rhode Island, and social work in Connecticut, are "unique". Other programs, such as education, engineering, English, and history, are offered at all of the state universities but are considered unique because of their particular emphasis or specialization(s).

The Regional Student enrollment in two-year institutions in 1970-71 was 406. The program pattern differs for this category. One distinct group, liberal arts majors, accounted for 30 percent of the total enrollment. The remaining 70 percent of the students were distributed across a broad range of technical and occupational programs. Th [illegible] tems from the different eligibility criteria used for the two-year institutions. Analysis indicates that at least 80 percent of the Regional Students at the two-year institutions are enrolling under the proximity option permitting their attendance at an out-of-state institution closer to their home. Hence, a geographical rather than a programmatic criteria is most significant for this group of students.

SIGNIFICANCE OF PROGRAM ENROLLMENT

How significant are the Regional Student enrollments in particular programs or on particular campuses? Obviously, it varies. The five largest graduate Regional Programs are shown in Table 4. The percentage of Regional Student (RSP) enrollment to estimated total enrollment in these programs varies from 4 to 48 percent. (See Appendix E for a more in depth look at the relationship of the Regional Student Program to graduate and professional education in New England.)

Table 4: RELATIONSHIP OF RSP ENROLLMENT TO TOTAL ENROLLMENT IN CERTAIN GRADUATE PROGRAMS

Program/Offered By	Total Enrollment 1969	RSP Enrollment 1970	Percent
Law - Maine	118	55	47%
Library Science - R.I.	174	50	29%
Education - Mass.	804	49	6%
Regional Community Planning - R.I.	54	26	48%
Law - Conn.	454	17	4%

SOURCE: Students Enrolled for Advanced Degrees, Fall 1969: Institutional Data, U.S. Office of Education, 1970. (At the time of this analysis, data for Fall 1970 were not available. See also Appendix E.)

At the five two-year colleges with the highest Regional Student Program enrollment, Regional Students as a percentage of total enrollment ranged from 1 to 4 percent:

Table 5: RELATIONSHIP OF RSP ENROLLMENT TO TOTAL ENROLLMENT AT CERTAIN TWO-YEAR COLLEGES, FALL 1970

College	Total Enrollment 1970	RSP Enrollment 1970	Percent
Northern Essex (Mass.) C. C.	2734	64	2%
Springfield (Mass.) Technical C. C.	3298	63	2%
Greenfield (Mass.) C. C.	1475	54	4%
Bristol (Mass.) C. C.	1499	42	3%
Rhode Island Junior College	3581	25	1%

SOURCE: FACTS About New England Colleges, Universities and Institutes, 1971-72, NEBHE, 1971.

At the state university campus with the largest undergraduate Regional Student enrollment in 1970-71 -- 262 students at the University of Connecticut -- these students represented 1.7 percent of total undergraduate enrollment. At the university campus with the largest graduate Regional Student enrollment -- 149 students at University of Massachusetts -- their percentage of the graduate total was 4.8 percent.

Thus it is clear that the Regional Student Program has become quite significant in certain programs but is still of limited importance when compared to total enrollment at any institution.

"BALANCE OF TRADE"

How are the students distributed among the states? Table 6 indicates the balance in 1970-71 between Regional Students (in all interchange programs) entering and leaving each state.

Table 6: RSP ENROLLMENT, BY STATE OF ORIGIN AND ENROLLMENT, 1970-71

	Entering	Leaving
Connecticut	382	352
Maine	101	186
Massachusetts	519	503
New Hampshire	179	248
Rhode Island	357	148
Vermont	41	142

The two states with the largest Regional Student enrollments -- Connecticut and Massachusetts -- were very close to balance that year. The three northern states -- Maine, New Hampshire, and Vermont -- were net exporters. And the state of Rhode Island was a major importer of Regional Students.

Two points must be made about this distribution. First, in a dynamic period such as the recent past, these distributions were subject to rapid change. (See Appendix D.) Secondly, given the fact that three distinct programs are involved and given the decentralized nature of decision making, the fact that student interchange currently results in a near balance is quite remarkable.

TUITION DIFFERENTIAL

A final general question might be: What is the extent of the savings for the undergraduate Regional Student who is permitted to pay in-state tuition? The following table illustrates the dollar difference between the two tuition rates in each state and for each type of institution in 1970-71:

Table 7: COMPARISON OF IN-STATE AND OUT-OF-STATE TUITION, BY TYPE OF INSTITUTION, 1970-71

	Two-Year Colleges		State Colleges		University	
	In-State	Out-of-State	In-State	Out-of-State	In-State	Out-of-State
Conn.	$115-170	$360-570	$180-195	$780-795	$305	$1,005
Maine	$287-390	$475-565	$200-490	$550-1,390	$450	$1,350
Mass.	$225-613	$525-813	$238-290	$638-690	$254-446	$654-846
N.H.	$290-310	$760-810	$602-619	$1322-1339	$894	$1,859
R.I.	$245	$245*	$370	$1,055	$461	$1,361
Vt.	$603	$1,103	$475-591	$1225-1347	$877	$2,327

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* The only out-of-state students at Rhode Island Junior College are Regional Students.

SOURCE: FACTS About New England Colleges, Universities and Institutes, 1970-71, NEBHE, 1970.

One can see that the financial benefit was of value in all states and, in most instances, that that benefit was considerable.

3 THE NEW ENGLAND HIGHER EDUCATION SYSTEM

New England, because of its geography and its history, has a well-defined regional identity. The purpose of this chapter is to determine to what extent higher education in New England functions as an integrated "system". It looks primarily at New England students and where they are enrolled (and also at New England's colleges and universities and who attends them), compares these data with those for other states and the nation, and seeks to answer these questions: Are New England residents obtaining adequate higher education opportunities? To what extent are they served by New England institutions? What are the region's unique characteristics, opportunities and problems? What is the relationship of the Regional Student Program to the picture which emerges?

The comparisons which follow were developed from the U.S. Office of Education's 1968 study of the Residence and Migration of College Students* This study has one major weakness for these purposes in that it excludes students enrolled in terminal-occupational programs not leading to the bachelor's degree. This deficiency needs to be kept in mind. Nevertheless, the USOE study provides the best existing data on attendance patterns of students throughout the country. Although the data are four years old, there is no reason to believe that the situation has markedly changed.

DEMOGRAPHIC CHARACTERISTICS

New England, in 1970, had a population of 11,847,000, almost 6 percent of the nation's total. If New England were a state, it would be the third largest, behind California (19,953,000) and New York (18,191,000) but larger than, for example, Pennsylvania (11,794,000), Texas (11,197,000) and Illinois (11,114,000). It is densely populated, having about 276 persons per square mile as compared to 260 in Pennsylvania, 197 in Illinois, 127 in California and 42 in Texas. Only New York, with 380 persons per square mile, is more densely populated. It is also a comparatively wealthy region whose per capita income of $4,076 in 1969 placed it above all but seven states: New York, New Jersey and Delaware in the East; Illinois in the Midwest; and Nevada, California and Alaska in the West. In short, the New England states, when taken together, comprise a relatively large, densely populated region with a comparatively high per capita income.*

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* Unless otherwise noted, all data in this chapter were derived from Residence and Migration of College Students, Fall 1968: Basic State-to-State Matrix Tables and Analytic Report, U.S. Office of Education, 1970.

HIGHER EDUCATIONAL OPPORTUNITY

To what extent are the residents of New England obtaining higher education services? Whether at public or private institutions, in-state or out, what proportion of New England's population is receiving higher educational opportunities, and how does this "performance" compare to other states?

The best single indicator of undergraduate opportunity in higher education is the ratio of the number of students from a state (or region) enrolled as undergraduates in college to the college-age (18-21 year old) population of that state (or region):

Table 8: RATIO OF UNDERGRADUATE ENROLLMENT TO COLLEGE-AGE (18-21 YEAR OLD) POPULATION, NEW ENGLAND STATES, 1968

	Population 18-21	New England Undergraduate Students	New England Full-Time Undergraduate Students	Ratio All Undergraduates	Ratio FT Undergraduates
Conn.	189,800	97,416	78,126	.51	.41
Me.	70,400	18,421	17,381	.26	.25
Mass.	352,500	170,968	132,138	.49	.37
N.H.	46,700	16,322	14,528	.35	.31
R.I.	63,800	24,704	20,890	.39	.33
Vt.	27,700	9,384	8,660	.34	.31
N.E.	750,900	337,215	271,723	.45	.36

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* Population figures are from the 1970 U.S. Census. Data on the area and per capita income of the states are from the 1971 World Almanac.

In New England in 1968 this ratio was .45 for all undergraduates and .36 for full-time undergraduates only. New England's ratios compared with the five largest states and the national average as follows:

Table 9: RATIO OF UNDERGRADUATE ENROLLMENT TO COLLEGE-AGE (18-21 YEAR OLD) POPULATION, 1968

	Ratio All Undergraduates	Ratio Full-Time Undergraduates
New England	.45	.36
U.S. Average	.41	.32
California	.50	.31
New York	.52	.37
Pennsylvania	.40	.33
Illinois	.47	.36
Texas	.35	.29

It is seen that New England ranked above the national average on both ratios. In the case of all undergraduates, the "performance" of California, New York and Illinois was superior. For undergraduates enrolled full-time, however, New England's "performance" was significantly ahead of California, equal to Illinois, and just slightly below that of New York.

Over 86 percent of all students in higher education in 1968 were undergraduates; the remainder were graduate (12 percent) and first-professional (2 percent) (i.e., Law, medicine, dentistry, theology, etc.) students. For these latter categories of students, the enrollment of residents is better compared with total population*. The number of New England residents who were graduate or first professional students per 100,000 population in 1968, and the comparative ratios in the other large states, were as follows:

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* The residence of graduate and first professional students is more uncertain than in the case of undergraduates because these students often become residents of the states in which they pursue their education -- a fact further complicated by the differences in residency requirements between states. Hence caution must be used in making these comparisons.

Table 10: RESIDENTS WHO WERE GRADUATE AND FIRST PROFESSIONAL STUDENTS PER 100,000 POPULATION, 1968

	Graduate Students	First Professional Students
New England	47.5	7.73
California	46.5	7.05
New York	68.4	10.23
Pennsylvania	40.0	7.44
Illinois	38.3	9.82
Texas	28.7	6.45

It can be seen that New England ranked second in this group in the proportion of its residents enrolled in graduate education and third in terms of enrollment of first professional students.

The overall conclusion which emerges from this analysis is that New England's "performance" warrants neither complacency nor alarm. On the whole, residents of New England were obtaining opportunities for higher education at a rate above the national average. At the same time, the region's "performance" was below that of New York in every respect, above that of Pennsylvania and Texas in every respect, and varied in comparison with California and Illinois.

Of course, this analysis has a variety of limitations: it is broad brush; it is incomplete (excluding technical-occupational as well as non-collegiate post-secondary enrollments); and it is relative. To the extent that all states were failing to provide opportunities, New England was failing too. Nevertheless, this analysis does provide some perspective for what follows.

REGIONAL INTERACTION

Across the nation, 81 percent of all full-time undergraduate students in 1968 were attending college in their state of residence. This percentage has been more or less constant for the nation since it was first measured in the 1930's. The pattern in New England, however, was strikingly different. Only 67 percent of the New England full-time undergraduate students attended college in their home state. Considering the New England region, however, a closer approximation of the national pattern emerges: 14 percent of New England undergraduates attended college in another New England state and, therefore, 81 percent of New England undergraduates attended college within the region. Table 11 illustrates this regional interaction at the undergraduate level as well as the distribution between public and private institutions in each category.

Table 11: WHERE NEW ENGLAND FULL-TIME UNDERGRADUATE STUDENTS ATTENDED COLLEGE, BY STATE AND CONTROL OF INSTITUTION, 1968

Student Residence	Attending In-State			Attending Another N.E. State			Attending Elsewhere		
	Public	Private	Total	Public	Private	Total	Public	Private	Total
Connecticut	36%	18%	54%	2%	16%	18%	5%	22%	27%
Maine	55%	15%	70%	3%	15%	18%	4%	8%	12%
Massachusetts	37%	37%	74%	2%	7%	9%	5%	12%	17%
New Hampshire	49%	15%	64%	3%	18%	21%	4%	11%	15%
Rhode Island	46%	24%	70%	2%	14%	16%	4%	10%	14%
Vermont	52%	14%	66%	4%	13%	17%	5%	11%	16%
TOTAL NEW ENGLAND	40%	27%	67%	2%	12%	14%	5%	14%	19%
U.S. Average	63%	18%	81%	--	--	--	7%	12%	19%

At the graduate level, this regional interaction was less pronounced. Nationwide, 77 percent of graduate students were studying in their home state. Within New England, 74 percent of such students were studying in their home state, and an additional 7 percent at another state within the region*. (See Table 12.)

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* Here again, it must be kept in mind that the residency of graduate and first professional students is much more ambiguous than that of undergraduates.

Table 12: WHERE NEW ENGLAND GRADUATE STUDENTS ATTENDED COLLEGE, BY STATE AND CONTROL OF INSTITUTION, 1968

Student Residence	Attending In-State			Attending in Other N.E. State			Attending Elsewhere		
	Public	Private	Total	Public	Private	Total	Public	Private	Total
Connecticut	45%	29%	74%	1%	5%	6%	8%	12%	20%
Maine	54%	--	54%	5%	12%	17%	18%	11%	29%
Massachusetts	21%	57%	78%	2%	2%	4%	9%	9%	18%
New Hampshire	21%	7%	28%	9%	28%	37%	21%	14%	35%
Rhode Island	66%	8%	74%	3%	9%	12%	8%	6%	14%
Vermont	35%	5%	40%	11%	11%	22%	21%	17%	38%
TOTAL NEW ENGLAND	35%	39%	74%	2%	5%	7%	9%	10%	19%
U.S. Average	53%	24%	77%	--	--	--	13%	10%	23%

For first-professional students, only 49 percent of the native New England students were enrolled within their state of residence, but a total of 64 percent were studying within one of the New England states. This compared to the national average of 66 percent of such students studying in-state. (See Table 13.)

Table 13: WHERE NEW ENGLAND FIRST PROFESSIONAL STUDENTS ATTENDED COLLEGE, BY STATE AND CONTROL OF INSTITUTION, 1968

Student Residence	Attending In-State			Attending Other N.E. State			Attending Elsewhere		
	Public	Private	Total	Public	Private	Total	Public	Private	Total
Connecticut	22%	8%	30%	1%	18%	19%	10%	40%	50%
Maine	20%	4%	24%	5%	29%	34%	11%	31%	42%
Massachusetts	--	67%	67%	2%	3%	5%	5%	22%	27%
New Hampshire	--	7%	7%	9%	39%	48%	8%	37%	45%
Rhode Island	--	--	--	3%	49%	52%	8%	40%	48%
Vermont	28%	--	28%	5%	28%	33%	7%	32%	39%
TOTAL NEW ENGLAND	7%	42%	49%	2%	13%	15%	7%	29%	36%
U.S. Average	35%	31%	66%	--	--	--	7%	27%	34%

Three important conclusions can be drawn from these data. First, the six New England states, taken separately, differed considerably from the national pattern in 1968 by educating a smaller percentage of their resident students at in-state institutions. Second, however, when the six states were combined as a region, the pattern which emerged was strikingly similar to the national norm. Third, this regional interaction was significant: for New England students, 14 percent of the full-time undergraduates, 7 percent of the graduate students and 15 percent of the first-professional students were enrolled in a New England state other than their own. Of the approximately 400,000 New England college students enrolled in 1968, almost 46,800, or nearly 12 percent, were enrolled at an institution in a New England state other than their own.

PRIVATE INSTITUTIONS

Tables 11-13 also point out another, more widely recognized attribute of New England higher education -- the degree to which opportunities are provided to the region's citizens by private colleges and universities. The following table compares for New England, the nation, and three other states with a population approximating that of New England, the percent of residents attending college anywhere in the U.S. who were enrolled in public and private institutions.

Table 14: CONTROL OF INSTITUTIONS ATTENDED BY NEW ENGLAND RESIDENTS, WITH COMPARATIVE DATA FOR THE U.S. AND THREE COMPARABLE STATES, 1968

Residency of Students	Undergraduate		Graduate		First Professional	
	Public	Private	Public	Private	Public	Private
New England	43%	57%	46%	54%	16%	84%
United States	72%	28%	66%	34%	42%	58%
Pennsylvania	56%	44%	63%	37%	31%	69%
Illinois	65%	35%	60%	40%	32%	68%
Texas	81%	19%	78%	22%	56%	44%

Clearly, outside of the Northeastern states, the role of the private institutions is less significant and the role of the public institutions is correspondingly greater. For residents of New England, however, the preponderance of educational opportunities were provided by the private institutions, notwithstanding the rapid growth of publicly supported institutions in the recent past.

With respect to New England residents enrolled in a New England state other than their own, the majority were attending private institutions. Of the total 46,800 New England students so enrolled in 1968, nearly 81 percent (38,000) were enrolled in private institutions, while only 19 percent (8,800) were enrolled in public institutions.

This pattern has several implications. First, the average New England student, because of the differential in tuition and other costs between private and public higher education, pays more for higher education than does his counterpart in most states. Second, as the following table shows, expenditures through state and local taxes for higher education in the New England states tend to be low when compared with the other states.

Table 15: PERCENT OF PER CAPITA INCOME SPENT (THROUGH STATE AND LOCAL TAXES) ON HIGHER EDUCATION, 1967-68

	Percent	Rank
Connecticut	.46	47th
Maine	.59	42nd
Massachusetts	.39	49th
New Hampshire	.50	46th
Rhode Island	.67	39th
Vermont	.75	32nd

SOURCE: Carnegie Commission on Higher Education. The Capital and The Campus, McGraw-Hill, 1971, pp. 52-3.

Third, because the New England states place heavy reliance on their private institutions for providing higher education opportunities, the region clearly has a large stake in the resolution of the financial problems now besetting many of these institutions.

CAPACITY WITHIN NEW ENGLAND

Until now, this chapter has focused on how many New England residents attend college and where they attend. Now the focus shifts to New England's colleges and universities in order to look at the region's higher education "capacity" and by whom it is used. The word "capacity" will refer here to the total number of spaces utilized by students in the academic year 1968; in other words, it is assumed that the region's "capacity" in 1968 actually equalled the total student enrollment.

Capacity within New England was preponderantly under private rather than public control, particularly at the graduate and first professional levels:

Table 16: STUDENTS ENROLLED IN NEW ENGLAND INSTITUTIONS, BY LEVEL AND CONTROL, 1968

	Full-Time Undergraduate		Graduate		First Professional	
	Public	Private	Public	Private	Public	Private
Connecticut	31,616	26,717	10,051	8,960	593	1,346
Maine	11,344	7,955	1,187	10	120	66
Massachusetts	51,757	103,194	7,367	28,643	--	8,239
New Hampshire	11,386	13,133	3,574	1,605	--	--
Rhode Island	9,588	10,793	700	349	--	371
Vermont	6,828	8,479	618	123	231	--
TOTAL - N.E.	122,519	170,271	23,497	39,690	944	10,022
PERCENT	42%	58%	37%	63%	9%	91%

How was this capacity utilized by in-state students, by students from the region, and by students from elsewhere in the nation?

Looking first at the private institutions, Table 17 compares utilization by in-state and New England (including in-state) students:

Table 17: PERCENT OF STUDENTS AT PRIVATE INSTITUTIONS FROM IN-STATE AND NEW ENGLAND, BY LEVEL, 1968

	Full-time Undergraduate		Graduate		First Professional	
	In-State	N.E.	In-State	N.E.	In-State	N.E.
Connecticut	54%	63%	62%	67%	15%	24%
Maine	32%	78%	10%	40%	23%	56%
Massachusetts	48%	63%	54%	61%	43%	54%
New Hampshire	20%	55%	36%	55%	6%	36%
Rhode Island	38%	65%	23%	40%	--	--
Vermont	14%	50%	50%	51%	--	--
TOTAL - N.E.	44%	62%	54%	61%	38%	49%
United States	58%	--	67%	--	52%	--
Pennsylvania	61%	--	69%	--	54%	--
Illinois	67%	--	74%	--	50%	--
Texas	76%	--	77%	--	67%	--

The following observations can be made about this regional interaction as compared with in-state enrollments in Pennsylvania, Illinois and Texas:

(1) Forty-four percent of the spaces for full-time undergraduates at private institutions in New England were utilized by residents of the state in which the institution was located; 62 percent were utilized by students from throughout the New England Region. Thus the regional percentage is quite similar to the patterns of in-state enrollment in Pennsylvania and Illinois. Texas, on the other hand (for all categories of students) is much more heavily weighted to serving in-state students.

(2) A higher percentage of graduate students (54 percent) were from in-state, but interstate movement within New England at this level was much less -- only 7 percent -- for a total of 61 percent. This is a lower percentage than for the three comparison states, suggesting a more pronounced national recruitment at the graduate level in the private sector.

(3) At the first-professional level, less than half the private sector's students were from New England. The pattern in Pennsylvania and Illinois was similar. This reflects the high mobility of this category of students as well as the scarcity of first-professional opportunities and their intensity of location in New England and some other states.

What about the public institutions? As Table 18 shows:

(1) While 88 percent of the full-time undergraduates attending public institutions in New England were from in-state -- fairly closely approximating the national norm -- this figure was much less than those for the three comparison states. Once again, however, the inclusion of the 5 percent enrollment from other New England states brings the regional percentage up to 93 percent which is comparable with these similarly populated states.

(2) At the graduate level, the 82 percent from in-state is above the national average and comparable to the comparison group. The 87 percent for all regional movement is well in excess of both the national and comparison state figures, which may reflect: problems of defining residency, a greater emphasis upon serving local/regional students, or -- most likely -- a combination of both these factors.

(3) For first-professional students, total enrollment in public institutions in New England is growing, but still too limited to draw any conclusions.

Table 18: PERCENT OF STUDENTS AT PUBLIC INSTITUTIONS FROM IN-STATE AND NEW ENGLAND, BY LEVEL, 1968

	Full-time Undergraduate		Graduate		First Professional	
	In-State	N.E.	In-State	N.E.	In-State	N.E.
Connecticut	90%	93%	86%	90%	89%	95%
Maine	84%	94%	85%	90%	68%	98%
Massachusetts	93%	95%	78%	83%	--	--
New Hampshire	74%	92%	52%	68%	--	--
Rhode Island	84%	91%	89%	95%	--	--
Vermont	66%	80%	63%	72%	26%	83%
TOTAL - N.E.	88%	93%	82%	87%	71%	92%
United State	89%	--	76%	--	82%	--
Pennsylvania	94%	--	84%	--	78%	--
Illinois	97%	--	72%	--	95%	--
Texas	94%	--	82%	--	89%	--

ROLE OF THE REGIONAL STUDENT PROGRAM

In 1968, approximately 8,800 students from New England were attending public institutions in a New England state other than their own. This constituted about 2 percent of total New England enrollment that year. What proportion of these students were enrolled in the Regional Student Program? The answer is 815, or a little less than 10 percent. Since 1968, however, enrollments in the Regional Student Program have more than doubled, reaching 1,993 students in 1971-72. Unfortunately, the Federal government has not collected data on interstate student migration since 1968. It seems unlikely, however, that the enrollment of out-of-state New England students would have also doubled between 1968-69 and 1971-72. It would seem safe to conclude, therefore, that about 2 percent of the New England residents attending college are currently enrolled at public institutions in other New England states, and that between 10 and 20 percent of these students are participating in the Regional Student Program.

SUMMARY

To recap:

- Looked at as an entity, New England, with 6 percent of the nation's population, can be considered the third largest state, is densely inhabited, and has a comparatively high per capita income.
- On the basis of a gross national comparison, students from New England in 1968 were obtaining educational opportunities at an acceptable rate, meaning that New England's "performance" was ahead of the national average, but below the leading states.
- A smaller percentage of New England students were enrolled within their home state than is true for the nation. Nationally, 81 percent of all full-time undergraduates, 77 percent of graduate students and 66 percent of first-professional students enrolled in their home state; in New England, the figures were 67 percent, 74 percent and 49 percent respectively.
- Considered as a region, however, New England had a pattern of attendance that closely resembled the national pattern. The proportion of full-time undergraduates was 81 percent, the same as the national figure. The proportion of graduate students was 81 percent as compared to 66 percent. Put another way, of the approximately 400,000 New England students enrolled full-time and part-time in 1968, almost 46,800 or nearly 12 percent were enrolled in another New England state.
- Compared to the rest of the nation, New England students had a more pronounced tendency to attend private colleges and universities. Fifty-seven percent of New England undergraduate students attended private institutions as compared to 28 percent nationally; 54 percent of New England graduate students compared to 34 percent nationally; and 84 percent of first-professional students as compared to 58 percent nationally.
- Of the 46,800 students who were enrolled in another New England state,

81 percent (38,000) were enrolled in private institutions. Nineteen percent (8,800) were enrolled in public institutions.

- At private institutions, New England students utilized 62 percent of the full-time undergraduate capacity, 61 percent of the graduate capacity, and 49 percent of the first-professional capacity.
- At public institutions, in-state students utilized 88 percent of the full-time undergraduate capacity; other New England students utilized an additional 5 percent; in total, New England students utilized 93 percent. For graduate students, the utilization was 82 percent in-state and 5 percent other New England students for a total of 87 percent. For first-professional students, the rates were 71 percent in-state and 21 percent other New England students for a total of 92 percent.
- Although this conclusion cannot be derived precisely, it seems reasonable to estimate that currently about 2 percent of the students from New England are attending public institutions in another New England state, and that between 10 and 20 percent of these students are obtaining the benefits of reduced tuition through the Regional Student Program. Of total New England enrollments, those in the Regional Student Program are in the neighborhood of one-half of one percent.

4 INTERSTATE COOPERATION

The analysis to this point has been primarily background, for the purpose of developing a sense of the history, policies and performance of the Regional Student Program within the framework of the New England higher education system. Now it is time to address the question of what role the Regional Student Program might play in the future. In this chapter, the desirability and feasibility of interstate cooperation is reviewed in a more fundamental way and the costs and benefits of such cooperation are analyzed.

Until now it has been assumed that interstate cooperation, as represented by the Regional Student Program, is a good idea and a workable one. But is this a sound assumption? As a way of answering that, it is useful to look at the alternative directions in which interstate cooperation might proceed in New England:

(1) The Regional Student Program, for one reason or another, might lose favor within one or two states with the result that the cooperative arrangement breaks down. This would result in a "go it alone" approach.

(2) The states might decide to create a regional organization with full responsibility for the planning, coordination and financing of higher education, providing services on an integrated basis for the 11.8 million people of the New England region. This might be called the integration approach.

(3) The states could decide to continue the Regional Student Program essentially as is, but extending the concept of interstate cooperation where beneficial and feasible.

This chapter will consider these alternatives in turn.

"GO IT ALONE"

As mentioned earlier, the states have always been the most significant unit of government with regard to higher education. In the colonial period, state governments chartered private institutions and provided them with financial support. Beginning in the nineteenth century, the state universities were developed, then the state colleges, and most recently the two-year colleges. With the exponential growth of enrollments since World War II, the states have created new agencies to plan and coordinate higher education within their borders, not only for the public institutions but increasingly for the private institutions as well.

Student attendance patterns have also followed state boundaries. Since the 1930's, over 80 percent of the nation's students have enrolled in their home state. In recent years this tendency has been accentuated. The Carnegie Commission, citing U.S. Office of Education data, has noted that the proportion of degree-credit students enrolled out-of-state declined from 18.2 to 16.8 percent between 1963 and 1968. While believing that the creation of community colleges is part of the cause, the Commission feels the barriers to out-of-state students which the states have erected in the form of quotas and high tuition charges are of more significance.

Why have the states built these walls around their colleges? Campus unrest and anxiety about out-of-state "agitators" played a part. More important, however, were the financial pressures on state governments: legislators, caught between the demands of their citizens for educational opportunities and the resistance of these same citizens to increasing taxes, have become less willing to provide financial subsidies for the education of non-taxpaying students from other states. In short, higher education in recent years has become increasingly oriented toward providing in-state education financed by in-state tax funds for in-state students.

These same pressures could, at some future point, place the Regional Student Program in jeopardy. A particular state might, for example, focus its attention on the enrollment of out-of-state students (including Regional Students) at its public institutions and ask two questions: Why should out-of-state students occupy spaces at our public institutions when students from within the state are denied admittance? Why should the taxpayers of our state subsidize these out-of-state students? There are, of course, good answers to these questions which will be discussed shortly. But it is conceivable that one or another state might withdraw from the Regional Student Program, and this in turn would likely lead to further contractions.

Given the long-standing pattern of cooperation underlying the Regional Student Program, and the regional commitment to its success, this alternative seems unlikely. The point to be made, however, is that there are a series of fundamental pressures inherent in American higher education which run counter to effective interstate cooperation. The political pressures, the financial pressures and the structure of institutions all press towards the further elaboration of closed state systems of higher education.

INTEGRATION

There are a different set of considerations, less immediate but still powerful, which suggest that an integrated regional approach to the planning and coordination of higher education in New England is appropriate. (The intent here is not to propose that the states cede their responsibilities and powers to a new regional organization but rather to point out the limitations of the present state-by-state approach.)

First, it must be recognized that the New England states are relatively small although populous. In terms of land area, the largest, Maine, ranks 39th among the states, and the other five rank 43rd, 44th, 45th, 48th, and 50th. Even if the land area of the six states is considered in toto, New England, as a region, only ranks 33rd, just ahead of Pennsylvania. In terms of population, however, the New England states are comparatively larger. Massachusetts ranks 10th in population, and the other five rank 24th, 38th, 39th, 42nd, and 49th. Taken together, New England would be the third most populous state.

Second, the New England states are already interdependent in providing higher education to each other's citizens. In gross percentages, only about 65 percent of each state's student residents are enrolled within its borders. Another 12 percent are enrolled in other New England states. And this does not touch on the degree to which each state depends on the others for particular education programs not offered internally.

Third, given this interdependence, decisions made in one state can have significant impact on the citizens of the others. An important example is state policy regarding financial support for private higher education: Decisions made by one state about whether to provide financial support to private colleges and universities, and particularly the terms and conditions of that support, could have direct effect on students in the other New England states.

Fourth, it is difficult to achieve economies of scale when planning for smaller population units. This, of course, is a major reason why the Regional Student Program was originally established. The question of economies of scale is likely to receive even more attention in the future because of the financial pressures on higher education, and this attention will be focused on the size of institutions as well as the size of programs. As the Carnegie Commission states in New Students and New Places, "We are concerned about the size of individual campuses as well as with the totality of higher education. We are convinced that some institutions are too small to be effective either in the use of their resources or in the breadth of the program they offer their students -- the 'cult of intimacy' has its academic limits; a 'critical mass' is necessary for successful educational endeavors." (pp.5-6)

Fifth, there are a series of new departures in higher education, still in their early stages, which promise to be of future importance but which appear extremely difficult for a small state to execute. These have to do with the new educational technologies -- TV, audio cassettes, radio, programmed instruction -- and the new institutional structures such as the open college, external degree programs, and regional examining universities. These new technologies involve sizeable expenditures for the development of materials, and this in turn requires a large "market" to underwrite the investment involved. Similarly, many of these new instructional structures presume a regional base. It is difficult to conceive how the New England states could take advantage of these new departures without a regional approach.

In one sense, these observations raise the question: Are the individual New England states, with their present boundaries, the most desirable units for higher education planning? The answer is probably that they are not. But this is not the appropriate question since there is little or no likelihood that any regional unit will supplant the states in the near future. A more important question, therefore, is: How can the New England states cooperatively overcome the handicaps of their small size and, acknowledging their interdependence, plan effectively for the future?

INTERSTATE COOPERATION

In summary, political, financial, and institutional pressures tend to force higher education into closed state systems at the same time that other social, economic, and technological forces call for regional planning and coordination. Since closed state systems are undesirable and a regional system is improbable (at least in the near future), the answer must lie in the middle ground -- interstate cooperation.

The remainder of this chapter will examine more carefully the two primary forms of interstate cooperation as represented by the Program and the distribution of costs and benefits under them. In the concluding section, some new possibilities and problems which arise in regard to interstate cooperation are considered.

CONTRACTS

One form of interstate cooperation is the contract, which has four important characteristics. First, as mentioned earlier, it is a mechanism which can be used to cover a wide variety of programs and situations. It can be used between states, with public and private institutions, and for a variety of special arrangements. Second, however, the contract requires prior planning. A party desiring to contract for an educational service must have its objective(s) clearly in mind.

Third, in the process of negotiating a contract the costs and benefits to all parties must be brought into balance. One party wishes to reserve a quota of spaces in a program and is willing to pay for them; the other party has spaces to offer for which it wishes payment. If they reach agreement it is because both parties find the balance of costs and benefits acceptable.

Fourth, the contract tends to be inflexible in the short run. Changes generally require renegotiation, and this process tends to occur infrequently.

As a result of these characteristics, the contract is used primarily for high cost programs involving relatively few students. The existing NEBHE contracts, for example, are in the fields of medicine and dentistry. The Southern Regional Education Board (SREB) has contracts for medicine, dentistry, veterinary medicine, public health, special health and social work*. And the Western Interstate Commission on Higher Education (WICHE) has contracts for medicine, dentistry, dental hygiene, occupational therapy, optometry, physical therapy, veterinary medicine and mineral engineering.

STUDENT INTERCHANGE

The second form of interstate cooperation is student interchange. The policies which have been followed for the student interchange element of the Regional Student

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* SREB also has other contracts which provide for tuition-aid, but these are more closely related to student exchange.

Program differ from contract administration in two closely related respects. First, administration has been decentralized to the level of each participating institution, with the result that the program has operated extremely flexibly. And second, the financing of the program has been altruistic in that the participating states have never precisely calculated their costs and benefits or tried to strictly attain a balance in the interchange of students.

These two differences are extremely important. The flexibility which derives from institutional administration has given the program the capacity to adapt rapidly and precisely. New programs have been opened from year to year, and existing programs withdrawn on occassion. The flow of students from the different states to the different institutions has varied over time. And, in a large number of instances, decentralization has permitted small numbers of students to enroll in specific programs which they desire to pursue. Such adaptability to student interest and institutional capacity could never be attained through negotiated contracts. This flexibility in administration has been possible because the participating states have not been concerned that the costs and benefits balance out precisely each year.

At the same time, and as a concomitant of this flexibility, the student interchange program does not appear to have fostered deliberate and coordinated regional planning. There is a dilemma here: planning tends to preclude flexibility, and flexibility tends to preclude planning.

COSTS AND BENEFITS

On the surface, it might be expected that all benefits accrue to the state from which a Regional Student originates and all costs to the state which provides his or her education -- and that both are roughly equal to the costs of educating a student at a public institution. On closer examination, however, it appears that the benefits are more wide spread and the costs are much less than this first approximation would suggest.

To the student, the ability to enroll in a desired program in a nearby state is of clear benefit. At a minimum, the economic benefit is equal to the difference between in-state and out-of-state tuition. This assumes, however, that the student could gain admittance to the out-of-state program independent of the Regional Student Program, which may or may not be true. Alternatively, then, the value of the benefit is the difference between in-state tuition and the cost to attend a similar program at a public institution outside of New England or at a private institution somewhere. This cost is likely to be larger. In some instances, a student may have no feasible access to a program except through the Regional Student Program, and in these cases the value of the opportunity is extremely high. For the student, therefore, the benefit of the Program is equal, at a minimum, to the in-state/out-of-state tuition differential and is likely in many cases to be of considerably greater value.

For the exporting state, the benefit is at least equal to the marginal cost of educating a student at an in-state public institution. But the benefit is in reality larger than that. For each Regional Program accessible to its students, the exporting state is able to avoid the costs of establishing that program on its own while still securing for its citizens the opportunities they desire at reasonable cost. If the exporting state were forced to establish each of these programs itself, there would be two undesirable (and expensive) consequences. First, the average cost of in-state public higher education would rise since many of these new programs would be under-enrolled and therefore of high cost. And second, other public needs would go unfulfilled because of the increased tax resources required for these programs.

The cost is experienced by the importing state. Once again, it might be assumed that this cost is equal to the average per student subsidy (i.e., state appropriation) at the public institution in the importing state. Actually, the true cost is probably less because of the policies under which the Program is administered. Under the Regional Student Program, an institution first admits to a

Regional Program all qualified in-state applicants and then fills out the program with qualified Regional Students. In general, these additional Regional Students do not -- or at least need not -- engender significant additional expenditures. Rather, these students are being added at the margin to attain the optimum student enrollment. Hence, the Regional Student Program allows the institution to achieve economies of scale by adding additional students without substantially increasing educational costs. The Regional Students do create additional demands on the library, physical plant, student services and administration. They may also require housing and financial assistance. There are, therefore, real costs to the importing state. The important point, however, is that the additional costs are less than the average cost.

There are other less tangible benefits having to do with diversity. The Regional Student gains the opportunity to experience a new environment in a different state. This is a broadening experience for him. At the same time, the college or university which accepts him adds to the diversity of its own student body. This is a benefit to the institution and its students. Finally, the state which provides the education may benefit if the Regional Student chooses to take up residence there. Conversely, the exporting state runs the risk that a potentially valuable citizen will not return after graduation.

In conclusion, interstate cooperation through student interchange appears to result in a favorable balance of costs and benefits. The costs are smaller than might be expected and the benefits larger. The situation is analogous to the economic advantages which accrue to nations through free trade. With free trade, each nation produces those commodities for which it has comparative advantage, and the result is the maximization of the welfare of all. Similarly, through interstate cooperation, the states can make full and efficient use of their educational resources, and the sum of the benefits exceeds the sum of costs.

THE FUTURE

The fact that the total cost and benefit relationship of the Program is favorable is not in itself sufficient; in addition, the distribution of costs and benefits between the states must be in some reasonable balance over the long term if the cooperative relationship is to be durable.

Earlier, it was noted that the "balance sheet" for Regional Student enrollments between the state fluctuates from year to year, and that in 1970-71 a reasonable balance occurred. (See also Appendix D.) There is no way of predicting how the "balance sheets" will appear in future years. Is this a problem?

Given the advantages of the Program to all parties, it would seem unreasonable to seek a precise balance in student interchange from year to year. The overall benefits are so great that minor discrepencies should be overlooked, and this has been the practice in the past. Perhaps more important, the flexibility and adaptability of the Program would be undermined if the states sought to assure a balance in student interchange. This could only be achieved through a system of formal contracts and, as seen, such contracts cause rigidity and can only be applied where the number of students involved is small. In addition, the negotitation and implementation of such contracts would greatly increase the administrative costs of the Program.

There are, however, some mechanisms which might be considered if there is concern about the balance in student flow. Limits for each campus might be negotiated in terms either of absolute numbers or as a percent of enrollment. This would add controls to the Program. It would not in itself guarantee balance, however, and it too would add to the administrative costs.

More promising would be a system of reimbursement after the fact. A schedule of reimbursements based on program costs could be negotiated, the present system of flexible administration could be continued, and, at the close of the academic year, funds could be transferred among the states to the extent necessary to achieve balance. Or, to avoid annual appropriations of funds, records could be maintained and funds exchanged at multi-year intervals.

At the present time, however, an excessive concern with achieving balance would not appear to be warranted. The more reasonable course would, therefore, be to continued to monitor the Program from year to year and be prepared to institute a reimbursement procedure only if an unacceptable imbalance develops and persists.

PART TWO: THE EVALUATION

An evaluation of a program as decentralized in nature as the Regional Student Program clearly must include a broad sampling of opinion among both those concerned with and affected by it. Therefore, while the statistical and theoretical analyses presented in PART ONE are instructive, they do not constitute an evaluation of the Program.

The following four chapters are, however, based to a great extent upon the nearly 100 interviews held with governmental and educational leaders (see Appendix B) throughout the region and the results of a survey of Regional Students enrolled in 1971-72 (Appendix C). By drawing upon both the information in PART ONE and the insights and impressions gained through these interviews and the survey, it is possible to assess the current status of the Program and to recommend those steps necessary to ensure the continued successful development of this important experiment in interstate cooperation.

Chapter 5 presents an evaluation of the current operation of the Regional Student Program as seen through the eyes of both those who help to make it work and those who are affected by it. The impact of the Regional Student Program on higher educational planning in the region is also discussed briefly in Chapter 5.

From the institutions' point of view, there are, of course, both incentives and disincentives to participating in the Regional Student Program. These are analyzed in Chapter 6 and related to the likely environment of higher education in the 1970's in Chapter 7. Finally, in Chapter 8, some questions are suggested for future study.

5 CURRENT OPERATION OF THE PROGRAM

During the interview process, reactions were sought to several sets of questions (See Appendix A). Perhaps the narrowest frame of reference was how well the program is operating given its present objectives and policies. Similarly, the survey of Regional Students sought to determine how well the Program is operating from the student's point of view (Appendix C). The Program exists: What do people think about it? Are there any problems?

PRESENT POLICIES

Following are some of the questions asked and the answers obtained.

-- *How is the Regional Student Program perceived?*

On a general level, perception of the Program is almost universally positive and favorable. Interstate cooperation of the form represented by the Regional Student Program is considered to be sensible and desirable. Virtually everyone interviewed felt that experience under the Program had been valuable and beneficial.

This is not to say that specific concerns and anxieties were not expressed -- these will be identified subsequently. But the general principle of interstate cooperation and the general form of the Regional Student Program are accepted and welcomed.

-- *Are Regional Students distinguishable from other students?*

At the state universities, the admission of out-of-state students is highly competitive: the University of Connecticut, for example, had 6,000 out-of-state applications for 300 places and the University of Vermont had 5,500 for 800 places. This means that the academic records of those admitted from out-of-state, including Regional Students, tend to be higher on the average than those from within the state. At the two-year institutions, where geographical proximity is the more important motivation, this distinction does not apply.

In general, however, no one believed that Regional Students were distinguishable from other students on the basis of performance, persistance, leadership, etc.

-- *How visible is the Program, and what might be done to publicize it more broadly?*

While there appears to be a general understanding in New England that some sort of regional cooperation in higher education exists, the specific form of the Regional Student Program is not well known. The latter is not surprising; few individuals have detailed knowledge of government programs until they are directly affected by them. It is important, however, that individuals who might benefit from the Regional Student Program obtain the necessary information at the time that they are making decisions about their future education.

There are a variety of places where a student can turn for information about higher educational opportunities -- to a high school guidance counselor; to the admissions' office at any of the participating institutions; to any public library in the region; or to NEBHE. Students turn to all of these sources for information, but they do not always learn about the benefits of the Regional Student Program in time for it to affect their decisions.

Among the Regional Students surveyed, fewer than half had first heard of the Program from guidance counselors. A great many had, in fact, contacted the college or university they were attending because of their interest in a particular program and had first learned of the benefits of the Regional Student Program in the course of applying or, frequently, after having been accepted. (Appendix C provides a detailed description of how these students learned about the Program.)

All of the participating institutions describe the Program in their catalogs and now have a place on their application forms where students can indicate if they are applying under the Regional Student Program. Not all students see the catalog description, however, and the latter provision is of limited assistance to the admissions staff because many students who either are not interested in the appropriate programs or are from outside New England indicate that they are eligible. As a result, the admissions staffs tend to determine eligibility independent of the student's answer to this question, which often means that a student who was unaware of the Program and its benefits subsequently learns that he or she need only pay in-state tuition.

Although guidance counselors appear to have become much better informed than previously about the Program (primarily because of NEBHE's increased efforts in this direction), the students' remarks indicate that much more needs to be done in order to adequately publicize the Program. There is, however, one important caveat to the following recommendations: Despite this lack of adequate promotion, capacity has been regularly achieved in many Regional Programs. It is important not to raise false hopes among students. Thus, care should be taken not to mislead students, parents or guidance counselors regarding the number of spaces actually available for Regional Students through the Program.

Recommendation 1: As an aid to guidance counselors and students, NEBHE might publish large tables for each state which would list Regional Programs on one axis and the institutions where these programs can be undertaken on the other. These charts could be mounted on the wall and might be easier than the Program catalogs (known familiarly as the "Apple Books" because of the cover design) for students and counselors to use.

Recommendation 2: An attempt should be made to provide all seniors (and perhaps juniors) in New England high schools with a brochure describing the Program.

Recommendation 3: Informing prospective graduate students may be more difficult -- no one at a college performs the same role as the guidance counselor at the high school. A recent proposal to mail information on the Regional Student Program to every student requesting a graduate admissions application is an excellent idea. Also promising is the idea of informing department chairmen more completely about the Program since college seniors often seek their chairmen's advice in choosing graduate schools.

Recommendation 4: NEBHE might consider giving special publicity to programs -- particularly high cost programs -- which have unused capacity. This might be particularly appropriate for certain occupational programs at the two-year level. Institutions with underenrolled programs should be eager for additional students from out-of-state, but often have no way of contacting them. Guidance counselors, in turn, would welcome specific information on such opportunities. (Such programs should only be publicized, however, if subsequent employment opportunities are reasonably assured.)

-- *Are there problems in the designation of programs?*

Every spring, NEBHE brings together representatives of the participating institutions to decide which programs will be included in the Program. The procedure generally works well. Those problems which do arise from time to time stem from difficulties in defining uniqueness, specifically the degree of uniqueness necessary for inclusion. This is a particularly difficult problem at the graduate level and for the state colleges.

For example, all of the state universities offer doctoral programs in engineering. At a second level, each of these programs has different strengths and specializations within the broad field, e.g. civil, electrical or mechanical engineering. At a third and even more detailed level, a specialization area such as civil engineering can be broken down into a number of sub-specialties, e.g. environmental, structural, or transportation and urban engineering. At which level should the uniqueness concept be applied? To date, uniqueness has generally been defined at the second level: programs in civil or electrical engineering have been identified as unique and opened under the Regional Student Program. While discussions have also been held about the desirability and feasibility of extending the uniqueness concept to the third level of detail, sub-specialties, agreement has not been reached on how to accomplish this.

The uniqueness concept is also difficult to apply at the state colleges where most of the programs fall into the three general areas of teaching, business and allied health. So far the effort has been to determine the uniqueness of programs rather liberally, and the term "distinctive" has been employed. Since there is no operating experience at the state colleges yet, the results of this approach cannot currently be evaluated.

The only other problem mentioned concerned the date when the "Apple Books" appear. Several of the admissions officers indicated that these catalogs should be issued earlier -- by September at the latest. Otherwise student applicants must use the listing from the prior year and, when there are changes (as is usually the case), confusion sometimes results.

The delay in issuance does not arise during printing and distribution. Rather it occurs when the process of designating Regional Programs takes longer than expected. Sometimes, as was true last year, resolving a policy issue also delays the issuance of the "Apple Books".

Recommendation 5: The annual meetings of institutional representatives should continue to be scheduled as early as possible in the spring, and it should be emphasized to the colleges and universities that early distribution of the Program catalogs depends on rapid clearance of designated programs.

-- *How does the policy of second preference in admissions work in fact?*

This policy works differently depending on the type of institution. The two-year colleges, as a rule, receive relatively few out-of-state applications. The majority of these are from Regional Students, and virtually all are accepted. In those cases where capacity is limited, in-state applicants are, quite properly, given preference over other New England students.

For undergraduates at the state universities, the second preference policy is followed rather exactly. Qualified in-state applicants are accepted first, qualified Regional Students second, and finally other out-of-state students. The exceptions, when they occur, involve very desirable applicants from outside New England? a student with a superb record who lives in another part of the country may be offered admission ahead of a student from another New England state whose qualifications are satisfactory but not outstanding.

At the graduate level at the state universities, admission is entirely on the basis of merit and qualifications with little or no attention to state of origin. Hence the concept of first and second preference does not apply for graduate students.

In summary, the policy of second preference appears sound in concept and workable in practice at the undergraduate level, where state of residence is important in admissions decisions. It is irrelevant at the graduate level where state of residence is not a determining factor for admissions.

-- *Are there operating difficulties once Regional Students are admitted?*

A few years ago, several of the state universities discovered that some Regional Students had transferred out of Regional Programs into programs not eligible for the in-state tuition benefit without an upward adjustment being made to their tuition. Procedures have since been instituted to flag these cases, and it is no longer a problem.

-- *Are there problems in liaison and coordination?*

In an effort involving as many institutions and individuals as the Regional Student Program, problems of liaison and coordination are to be expected. Predictably, therefore, some concern was expressed on this point. Several legislators, for example, voiced the desire to be kept more continuously informed regarding the Program, through personal contact if at all possible. Also, several state university representatives felt that important decisions had been made in the past with insufficient consultation -- the inclusion of the state colleges in the Program was cited as an example.

The NEBHE staff appears to have been dutiful in attempting to keep everyone informed, and the problems which arise often seem to stem from difficulties of communication within the participating institutions. Occasionally the individual consulted on a pending action either does not focus fully on the issue at the time or delays passing the information on to other interested officials.

These types of communication problems occur in all organizations and are never completely resolved. However, the following recommendations are offered:

Recommendation 6: As staff and legislators' schedules permit, face-to-face meetings to discuss the Regional Student Program and other opportunities for interstate cooperation should be arranged. Such sessions are extremely difficult to schedule, but opportunities for dialogue with legislators about the Program should be taken advantage of as they arise.

Recommendation 7: NEBHE should attempt to establish better communications regarding the Regional Student Program with the presidents and/or provosts of the state universities. At the present time, most communications flow to the admissions officers (regarding undergraduate programs) and graduate deans. Relations with both groups are excellent, and communication at this level is entirely proper and desirable for many of the technical aspects of operating the Program. But neither the admissions officers nor the graduate deans participate regularly in the inner policy making councils of the universities. Furthermore, important information sometimes has failed to reach the presidents at the right time, with the result that they have felt bypassed. While decisions on channels of communication are not entirely within NEBHE's control (the institutions determine their own representation at NEBHE-scheduled meetings concerning the Program), unnecessary misunderstandings could be avoided, and new opportunities might materialize, if better communication existed with the presidents and/or provosts as well as with the admissions officers and graduate deans.

To summarize, the Regional Student Program is operating reasonably smoothly. Perceptions of the Program are positive. The basic policies are working. Liaison and coordination is, for the most part, effective. Except for the need for more effective methods of reaching prospective Regional Students, there are no difficult problems.

IMPACT ON PLANNING

In discussing the current operations of the Program, the role of the Regional Student Program in higher education planning should also be mentioned. As Chapter 4 suggested, regional planning could be an extremely important by-product of the Program. This issue also provides a useful transition between consideration of the Program's current operations and its potential for the future.

In general, education officials indicated that the Regional Student Program had not played a role in their planning in the past. A few exceptions were cited, but almost universally those interviewed could not identify instances where the existence of the Program had affected their planning.

Instead, most of the discussion centered on the difficulties of surmounting state boundaries and dwelt on past instances where local decisions had been made which in fact contradicted the concept of a regional pattern of specialization. One commonly mentioned example of this was the field of oceanography. At the end of the 1950's, a single strong program existed in the region at the University of Rhode Island. Now all six state universities have oceanography programs. Another example was classics. The University of Vermont has long had a recognized graduate program in classics. Nevertheless, in the late 1960's, the University of Massachusetts established a full-fledged doctoral program in this field.

Many reasons were cited for the extreme difficulty of undertaking planning across state boundaries -- including those reviewed in Chapter 4. The states, obviously, are the units of sovereignty: institutionally, politically and financially, the six states are self-contained, and all these pressures push in the direction of resolving issues and problems within their respective borders.

The concept of specialization and division of labor between colleges and universities also runs against the dynamics of institutional development. Universities tend to want to become comprehensive universities; and comprehensiveness is also the goal of many state colleges and two-year colleges. Quite clearly, any achievement in regional planning has some formidable obstacles to overcome.

At the same time, it must be remembered that the 1960's were a period of fantastic growth and expansion in higher education. New institutions and new programs sprang up everywhere -- the emphasis was on unmet needs and resources were rather freely available. The common expectation was that growth would continue indefinitely.

In such an environment, it is not surprising that planning efforts in the 1960's gave limited attention to the possibilities of regional integration. Colleges and universities sought to broaden their range of offerings as well as to grow in size. States sought to meet all of the higher education needs of their citizens. Funds were available. There was little incentive to look carefully at the opportunities for cooperation or specialization.

Despite what was reported in the interviews, however, the existence of the Regional Student Program probably did influence education planning in the 1960's -- at least to a limited extent. There are currently, for example, only two pharmacy programs, two law schools and one library science program at the New England state universities. It is highly likely that additional programs would have been established if these study opportunities had not already existed through the Regional Student Program.

The important point is, of course, that the assumptions governing higher education planning have changed drastically in the last few years. Whether the environment of the 1970's is likely to be more conducive to interstate cooperation and regional planning is the critical question in considering the future of the Regional Student Program.

6 THE FUTURE: THE SETTING

As mentioned earlier (Chapter 2), one of the characteristics of the Regional Student Program is that its administration is decentralized -- most decisions are made by the participating colleges and universities. Unless this pattern changes drastically, therefore, the future of the Program will depend in large measure on decisions made by these institutions, and these decisions will, in turn, be the product of the interaction of two sets of considerations. On the one hand, these colleges and universities will be faced in the 1970's with an environment very different from that which existed in the 1960's. On the other hand, the Regional Student Program, as it presently operates, presents both incentives and disincentives for continued or expanded participation. This chapter will elaborate on the nature of this environment and explore the pros and cons of participation in the Regional Student Program from the point of view of the participating institutions.

THE 1970's

Speculation about the environment surrounding higher education in the 1970's is obviously subject to uncertainty, and an adequate treatment would require a major study. There are, however, certain basic changes to be expected from the 1960's about which most observers would agree.

First, it is generally accepted that the era of rapid enrollment growth in higher education is nearly over and that greatly increased numbers of spaces at either the undergraduate or graduate level are no longer required. In part, this expectation rests on demographic evidence: beginning in the mid-1950's, birth rates levelled off and then declined. The number of college-age youth will reach peak toward the middle of the 1970's, therefore, and not move upwards again until at least the mid-1980's. Furthermore, it is not expected that the percentage of this cohort who will aspire to higher education will continue to expand as it has in the past. At what point the aspiration rate will level off is unknown, but certainly the recent difficulties of both college graduates and graduate students to secure the type of employment expected will increasingly affect individual decisions to pursue further education.

One result of this leveling off in enrollment demand will be that fewer new institutions and new programs are likely to be established in the years ahead. The focus has already shifted away from a preoccupation with growth and towards a concern with the improvement of quality within present enrollments. The emphasis, in other words, is on consolidation.

The second likely change is that additional resources will be increasingly harder to obtain. Most states are already severely limiting appropriations increases, and although policy is uncertain, major increases in federal funding are not expected. There is also an increasing emphasis on accountability, with more stress on analysis of costs and justification of expenditures.

Third, an upward movement in tuition charges at public institutions is already occuring. In part, increased tuition has been necessitated by fiscal pressures. In addition, however, there are signs of a philosophical shift concerning the importance of low tuition at these institutions.

Fourth, the locus of decision making is shifting. Colleges and universities are no longer the independent masters of their fate. Coordinating boards have been established in many states with varying degrees of authority in the areas of planning, budgeting and program approval. Other states are combining several institutions under single governing boards. And increasingly, state legislators have shown a determination to participate more actively in higher educational decision making.

RESIDENCY AND EMANCIPATION

Finally, and of particular importance for the future of the Regional Student Program, there are unanswered but looming questions about student residency and student emancipation which threaten to undermine the conceptual foundation of the present system of state financing of public higher education.

The New England states presently handle the residency question fairly similarly. Either as law or policy, each state has a definition of residency for tuition purposes. For minors, this definition assumes the student's residence is identical with his parents. Once a determination of a student's residency is made, that determination is binding for the student's entire academic career. The concept of emancipation is accepted, but a strong burden of proof is placed on the student to establish that he is, in fact, emancipated.

This type of formulation is in serious jeopardy, not only in New England but across the nation. First, many states (including several in New England) have given or are about to give 18-year-olds the responsibilities and priviledges of adulthood. This would appear to eliminate the link between students and parents in determining residency. Second, the courts are permitting voter registration after 30 days residency. Can a person eligible to vote be held not to be a resident for tuition purposes? It seems doubtful that such a distinction will be upheld for long.

If residency can be established in a new state in 30 days by 18-year-olds who have not necessarily paid taxes in that state, the rationale for distinguishing between in-state and out-of-state tuition disappears. What should take its place? Should a single (and presumably higher) tuition rate be established? Should credit be given to students whose parents have paid taxes in the state? Should the state support students through student aid rather than institutions through appropriations? If so, and if large numbers of students declare themselves emancipated, how can student aid be financed? Is a new role for the federal government inevitable?

No one knows the answers to these questions yet. Only time will tell. But change is in the wind.

INCENTIVES AND DISINCENTIVES

As mentioned earlier, one of the most significant developments in the governance of higher education has been the emergence of state bodies charged with the responsibility for planning and coordinating the future of higher (and increasingly all postsecondary) education in their states. There is little doubt that these agencies, which now exist in one form or another in four of the New England states, will play an important role in the future evolution of the Regional Student Program. As a rule, state coordinating bodies tend to be concerned with fostering within their states the same pattern of specialization leading to efficiency and economy which this Program makes possible on a regional basis. Officials of these agencies are, therefore, positive toward the objectives of the Program as well as aware of the difficulties involved. Nevertheless, it is useful to consider the future of the Program from the perspective of the colleges and universities themselves since their full cooperation is and will continue to be essential for its future success.

Accordingly, it is next necessary to look at the incentives and disincentives for participation in the Regional Student Program as perceived by the colleges and universities. Obviously these incentives and disincentives vary in relevance and impact from state to state and institution to institution.

DISINCENTIVES

It is useful to begin with the disincentives, of which there are two: (1) budgetary effects and (2) fear of regional restrictions on institutional development.

In New England, public colleges and universities are financed in one of two ways: either the state appropriates the entire budget, in which case tuition receipts are deposited in the general fund of the state, or the state appropriates less than the total budget, in which case the institution retains whatever tuition is collected. Depending on the approach, tuition has differing importance to the institutions. Where tuition is deposited to the state, the amount of tuition collected does not directly affect the operation of the institution. But where tuition is retained by the institution, every dollar in tuition foregone means a direct loss in resources for the institution.

The following table shows (1) which of the two approaches is followed for each of the institutions currently in the Regional Student Program and (2) the dollar difference between in-state and out-of-state tuition in those cases where tuition is retained by the institution:

	Tuition Deposited To The State	Tuition Retained by the Institution		
		State	Tuition Differential	
Two-Year Institutions:	Connecticut	Vermont	$580	
	Maine	Rhode Island	(1)	
	Massachusetts			
	New Hampshire			
State Colleges:	Connecticut	Rhode Island	$750	
	Massachusetts	Vermont	$830	
		New Hampshire	(2)	
			Undergrad.	Grad.
State Universities:	Connecticut	Maine	$1,000	$ 900
	Massachusetts	New Hampshire	$1,000	$1,000
		Rhode Island	$ 900	$ 100
		Vermont	$1,450	$1,450

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[1] All out-of-state students are regional students.

[2] Will not participate in the program until 1973-74

This distinction is particularly important for the future of the Regional Student Program. In a state where tuition is retained, admission of a Regional Student represents a direct loss of revenue equal to the difference between in-state and out-of-state tuition. The above table indicates the "resource cost" of each Regional Student: In a period when resources are tight, this cost constitutes a real disincentive for aggressive promotion of the Regional Student Program.

The second disincentive is an emotional fear that the Regional Student Program might in the future lead to some form of regional coordination of academic development. As discussed in Chapter 5, coordination on a regional basis does not now exist; this anxiety is entirely prospective. Nevertheless, the possibility that future academic development might be influenced by regional planning is, to some officials, a reason for restraint.

INCENTIVES

Turning now to the incentives for participation, the first two are the converse of the above disincentives. First, for those institutions where tuition is deposited to the state, there is no financial penalty for admitting Regional Students. Since there is no direct "resource cost", this is often an incentive for participation.

Second, the Regional Student Program opens up new possibilities for institutional development. In the past, the existence of the Program actually helped certain colleges and universities to "stake out territory". If a state university, for example, wanted to start a new program for which in-state demand was insufficient, the Regional Student Program provided a means of generating the additional enrollment needed. Once the program was established, the other New England state universities might be precluded from developing a competing program since their students were already being served.

Although assistance in the creation of new programs is less relevant now, the Program can still aid institutional development. The graduate deans at several of the state universities, for example, clearly see the Regional Student Program as providing a form of financial aid to their students from New England, thereby freeing limited aid resources for other students.

The third incentive relates to the general acceptance of the Program. There is, first, a moral pressure towards regional cooperation: The concept of cooperation is so reasonable that no one opposes it on the level of principle. The commitment of legislators to the Program is important here. The age of the Program is also an important factor -- after 15 years it is well established and has momentum. Finally, and by no means least important, is the hard work of the NEBHE staff in publicizing and developing a constituency for the Program.

The fourth incentive is the possible prestige connected with participation in the Program. This is particularly true for the state colleges and two-year colleges.

Fifth, there is a positive pressure stemming from a state's overall participation in the Program. At the Universities of Maine, New Hampshire and Vermont, for example, it costs the universities between $900 and $1,450 in tuition income for every Regional Student enrolled. At the same time, however, these institutions are aware that, overall, their states are net creditors in the exchange of students. While the loss of revenue to themselves is regretted, therefore, these universities are hesitant to jeopardize a relationship generally favorable to their states' citizens.

In summary, several considerations are dominant in the thinking of colleges and universities as they perceive the Regional Student Program. The Program is logical and it has a history, prestige, momentum and a constituency that cannot be ignored. The Program has budgetary effects, however, and while these effects are non-existent or positive for some institutions, there are real costs involved in participating for others. Finally, the Program has the potential of affecting academic development and autonomy. It allowed certain institutions to "stake out territory" in the past, but some fear that it might lead to restrictions on development in the future.

7 THE FUTURE: THE SHORT RUN

Given the likely environment of higher education in the 1970's and the pros and cons of participation in the Regional Student Program, what can be expected in the future? It is useful to consider each type of institution in turn.

TWO-YEAR INSTITUTIONS

The two-year institutions accept students on the bases of both unique curricula and proximity. Currently 30 percent of the Regional Students (or 548) are enrolled at 24 of these institutions. Except for four community colleges in Massachusetts, no institution has more than 30 Regional Students enrolled and more than half have fewer than 15.

The major observation with respect to the two-year institutions is that the Regional Student Program has had limited impact on them. These institutions have few out-of-state students, and virtually all are Regional Students. Only Vermont Technical College experiences financial consequences through participation. Looking ahead, no two-year colleges or institutes anticipate any significant change in Regional Student enrollment patterns. They expect more Regional Students, but not many more. This is a peripheral program for the two-year institutions, therefore, and one which provides certain advantages and no problems.

The two-year institutions are primarily designed to serve commuting students. Accordingly, planning in these institutions is oriented to the situation in their own states. For the three southern states this currently means preparing students for the local labor market. In the northern states it also means equipping young men and women who will move away from the home state. There has been contact between two-year officials of the New England states, but, as yet, no serious attempt to integrate planning.

Some of their programs are high cost and underenrolled, as, for example, the nuclear engineering technology program at Hartford State Technical College. Wider publicity about the Regional Student Program could be useful in generating out-of-state students for this program and others like it.

Recommendation 8: The officials of the two-year institutions tend to be pragmatic, concerned with good management, and inclined to be cooperative with one another. NEBHE can play a useful role by keeping these institutions in contact with one another and by helping them focus cooperatively on their high-cost/low-demand programs. (The two-year college people have high regard for the NEBHE staff which should facilitate this form of leadership.)

In conclusion, the Regional Student Program can be expected to go forward smoothly at the two-year college level with continued, if not spectacular, additional growth.

THE STATE COLLEGES

The state colleges will not be enrolling students under the Regional Student Program until this September. Conversations with state college officials in Connecticut, Massachusetts and Vermont indicated that no one, at this time, has any idea exactly what will happen next fall in terms of the enrollment of Regional Students.

The state colleges are, however, enthusiastic about participating in the Program. Because of the similarity of their programs, the state colleges find it difficult to apply the concept of uniqueness. Furthermore, there are potential problems in relating the programs at the state colleges to those at the state universities, particularly at the graduate level. NEBHE is working closely with both sets of institutions to work out such problems as they appear.

In short, it is too early to speculate how the Regional Student Program will function at the state college level.

STATE UNIVERSITIES AND LOWELL TECHNOLOGICAL INSTITUTE

At the state universities and Lowell Technological Institute the situation is worth more extended consideration. Historically, the state universities fathered interstate cooperation in New England, developed the Regional Student Program along with NEBHE, and currently enroll two-thirds of the Regional Students. (See Chapter 2) Second, these institutions are important to the region both in terms of size and programs offered. The Universities of Connecticut and Massachusetts, for example, account for 25 percent of the undergraduates enrolled in public institutions in their respective states. For the other states, this percentage is: 40 percent at the Orono Campus of the University of Maine, 50 percent at the University of New Hampshire and 66 percent at the Universities of Rhode Island and Vermont. And these percentages do not include graduate and professional enrollments.

Third, the character of many of these universities' programs could benefit by regional cooperation. For several programs, the enrollment base in the home state may be insufficient to support a quality program. This is particularly true at the graduate level in the four smaller states. Finally, the personnel at these universities are comfortable with each other, primarily because of the similarity of mission.

It is helpful to begin by reviewing briefly the extent of each institution's involvement in the Regional Student Program in 1971-72:

- The University of Connecticut has the largest Regional Student enrollment (487 students). More than one-third of these students are enrolled in physical therapy (178). Other programs with significant enrollments are pharmacy (59), social work (40), and law (20). The remaining 190 students are scattered, with 158 enrolled in 74 other graduate programs.

- The University of Rhode Island has the second largest Regional Student enrollment, 325 students. Pharmacy (95), library science (79), and dental hygiene (40) are the largest programs. The remainder are enrolled in a variety of programs, primarily at the graduate level.
- The University of Massachusetts has the third largest Regional Student enrollment (217) and perhaps the most diffuse enrollment pattern. General education - masters level (24), turf management (18) and hotel and restaurant administration (8) are the largest programs. The remaining 167 students are scattered among a variety of (primarily graduate) programs.
- Next is the University of New Hampshire with 211 students, all at the undergraduate level. Its major programs are occupational therapy (92), social services (48) and hotel administration (22) and art education (17).
- The Universities of Maine and Vermont enroll 95 and 87 Regional Students respectively. The larger programs are law in Maine (52), dental hygiene in Vermont (22) and forestry in Maine (18).

UNDERGRADUATE LEVEL

At the undergraduate level, there is good reason to think that the enrollment of Regional Students is likely to be smaller in the future. Because of the budgetary squeeze, the state universities are dropping Regional Programs where they believe sufficient demand from full-tuition paying, out-of-state students is available to fill the program. Also, in a number of Regional Programs, the increase in applications from qualified in-state students is filling spaces formerly filled by Regional Students. This phenomena is particularly noticeable in the allied health fields where, in keeping with national trends, increased numbers of students are applying.

Following are some specific examples of undergraduate Regional Programs which have recently been withdrawn or which are currently under review:

- At the University of Connecticut, the decision has been made to withdraw physical therapy (now 178 students). Two factors are involved:

an increase in in-state demand, and a decrease in available clinical opportunities.

- At the University of New Hampshire, the occupational therapy program (now 92 students) is being withdrawn because of its high cost and the increasing number of applicants. (Only 18 of 180 qualified regional applicants could be accepted for next year.) Social service (now 48 students) and art education (now 17 students) are also being withdrawn.
- At the University of Vermont, religion (now 3 students) and social service (now 11 students) have been dropped and dental hygiene (now 22 students) is under review because of its high cost.
- At the University of Rhode Island, only 2 new Regional Students were accepted in dental hygiene for next year (now 40 students). A peak has been reached in commercial fisheries (now 11 students).

It should be recognized that the closing out of Regional Programs because of expanding in-state demand is both a predictable process and one not inconsistent with the objectives of the Regional Student Program. One advantage of the Program is that it permits an institution to establish a new program at optimum size at the outset even though sufficient in-state demand may not be available. Eventually, however, a point may well be reached when a second such program is needed in the region to meet total regional demand. That second program should then be established. (NEBHE and the state universities now face this prospect in a number of the program areas illustrated above.)

GRADUATE LEVEL

Turning to the graduate level, it is here that the most significant opportunity may exist for increased interstate cooperation given the likely higher education environment of the 1970's. Although the difficulties of transcending state boundaries are great, a cooperative effort among the state universities to establish a regional pattern of specialization at the graduate level might have a reasonable chance of success and, if successful, would be of great benefit to each of the universities as well as to the region.

The development of graduate education at the state universities is relatively recent. This growth began in the late 1950's and proceeded rapidly during the 1960's. Many new programs were developed during this period.

What is troublesome is that so many of these graduate programs are relatively small. An analysis of the enrollment in graduate programs in the New England state universities in 1969-70 revealed that, by field of specialization, 78 percent (251 out of 322) of these programs were smaller than the United States average in those fields that year. This would appear to have important implications for both the cost and, more importantly, the quality of these programs. (See Appendix E)

COOPERATIVE PLANNING

These implications were discussed with the presidents, graduate deans and other officials at the six state universities. These discussions were very cordial, and their receptivity to the notion of a regional approach to graduate education was greater than expected. That is not to say that the idea was eagerly embraced. However, as a result of those conversations, it was possible to construct plausible arguments both for and against a cooperative effort of the state universities to plan together in this period of consolidation.

The argument for a cooperative effort goes as follows:

"A majority of the graduate programs appear to be too small. In most academic fields, the expansion of knowledge has been so great that only large departments can provide satisfactory coverage of a discipline. This, in turn, requires a sizable enrollment of students if costs are to be kept within reasonable bounds. A small program implies one of two things: either that the coverage of the field will be relatively narrow, or that the program will be of high cost. Neither is desirable.

"Competition among universities at the graduate level is likely to intensify during the 1970's. There will be a premium on quality programs because students are unlikely to continue to enroll in programs which do not lead to employment. Furthermore, mass and breadth are important in competing for federal research support. In the area of environmental studies, for example, no New England state university has been able to secure federal support for this very reason.

"Cost considerations are also important. With the financial pressures currently experienced and anticipated, university administrations will have to take a hard look at existing programs and are likely to be forced to realign and/or drop some of them.

"Joint planning for the region, leading to specialization in particular areas at each university campus, would provide an opportunity to undertake such a realignment in a comprehensive and reasonable way. Responsibilities could be allocated on the basis on comparative advantage. A region of twelve-million people could support a comprehensive graduate education system of excellence if it took such a form.

"From the point of view of each of the universities, a cooperative regional plan is a means for overcoming particular interest groups who otherwise can prevent a sensible realignment. The University of Connecticut, for example, has thought for some time that it should phase out dairy farming. The agricultural interests in Connecticut have prevented this. If, however, a regional plan of specialization was developed, in which Connecticut, for example, might depend on Vermont for dairy farming while Vermont relied on Connecticut for metallurgy and aerospace engineering, the opposition would have a weaker case.

"It should not be expected that such a plan could be worked out quickly. It would take time and effort. But it is in the self-interest of all six state universities, as well as the general interest of the region, to have such a pattern of specialization evolve."

The argument against regional specialization can be put as follows:

"It is too late to think of specialization. All of these programs already exist. It is a fundamental fact of university life that you can never drop a graduate program. Graduate work is central to institutional prestige and institutional dynamics. Faculty must be given an opportunity to do research -- you can't attract a decent faculty otherwise.

"Furthermore, even if you wanted to cooperate, on what basis would you specialize. Academic programs are endlessly linked: undergraduate and graduate, and among graduate fields. How would you differentiate programs and divide them up? Specialization, in the last analysis, depends on the particular interest of each faculty member. In addition, even if you could split up the teaching responsibility, there is the problem of continuing education, extension and research in support of the local economy. If engineering were centered at the University of Massachusetts, for example, what would IBM in Burlington, Vermont do when it wanted assistance?

"Even if an agreement were desired, would there really be a way to surmount the barriers of state boundaries. The states have different financial policies, different educational objectives, and, on the more mundane level, different procedures. How could agreement ever be reached?

"And even if an agreement were reached, there would still be dangers and problems. The costs of coordination might be enormous, enough perhaps to eat up any savings. And in an interstate arrangement of this sort, everything depends on personalities: what happens when a particular university president resigns or a particular governor loses re-election?"

Which of these arguments is correct? In a sense, they pass each other in the night. Everyone agrees that a problem exists. The disagreement relates to whether an interstate solution is feasible. Obviously a comprehensive plan of specialization cannot and should not be developed or implemented without adequate lead time. But by building upon the Regional Student Program, and by working in a series of steps, important strides in the direction of furthering the quality and the economy of graduate education in New England may well be achievable.

Recommendation 9: In order to further study the graduate question and to explore other opportunities for cooperation between the state universities, NEBHE and the state university presidents should jointly establish and fund the staff position "State University Coordinator". This individual would report to both NEBHE and the state university presidents. His responsibility would be to study, initiate and support a variety of cooperative efforts between the New England state universities. To increase contact with state university personnel, the coordinator might initially be based at the New England Center for Continuing Education in Durham, New Hampshire.

EXTENSION OF THE PROGRAM

Before concluding this discussion of the immediate future, two possible extensions of the Program deserve mention: the participation of private colleges and universities and cooperative arrangements beyond New England's borders.

PRIVATE INSTITUTIONS

In a region where private higher education has traditionally been as important as it has in New England (see Chapter 3), it is obvious that the potential for participation by private colleges and universities should be considered in any cooperative effort. At present, Tufts University is involved in the contract portion of the Regional Student Program by virtue of its agreement with the Board for the training of dental students from the State of Maine. In addition, several other private institutions have approached NEBHE regarding involvement in the Program either through formal contracts or through student interchange, if appropriate guidelines could be developed.

The policies underlying student interchange, however, make it difficult to conceive how private colleges and universities might participate. One of the primary benefits to students of the Program regards the saving of the differential between in-state and out-of-state tuition, a differential that does not exist at private institutions. There does not appear to be any way to involve the private schools in the student interchange program, therefore, at least in the immediate future.

There is, however, no such barrier to contract programs, as the involvement of Tufts University illustrates. (There, of course, a tuition savings has been negotiated with the cost-of-education allowance by the State of Maine offsetting the loss of tuition income to Tufts. See Chapter 2.) In fact, virtually any arrangement between the individual state governments and any private institution is theoretically feasible through the contract mechanism with NEBHE facilitating such arrangements either across state lines or even within a particular state where constitutional restrictions may exist (as in the Commonwealth of Massachusetts).

When the question of the possible involvement of private institutions in the Program was raised during the interviews, it was generally believed that the issues of including the private sector in all future higher educational planning and of public support for private higher education were increasingly important. However, it was also generally felt that these issues would need to be faced within the individual states before any broadly based regional or interstate approach could be considered.

BEYOND NEW ENGLAND

The interview process also sought to determine whether the New England states should seek to confine their interstate cooperative efforts within the region's boundaries or whether cooperative arrangements should be pursued beyond New England. The sentiment of those interviewed was unanimous. Other cooperative arrangements should be established wherever possible.

In fact, such arrangements have already been negotiated on a limited basis, and further development beyond New England seems likely. Before a recent reassessment of its priorities, for example, Vermont had agreed to allow NEBHE to secure subsidized training opportunities for its residents in industrial arts education at any institution outside of Vermont, and such arrangements had been made with colleges in Arizona and Colorado. (See Chapter 2) The State of New Hampshire has also recently signed an agreement with Ohio State University for the professional training of up to 5 of its residents in veterinary medicine, a program not currently available in any of the New England states despite a critical shortage of veterinarians in the region.

Furthermore, discussions have been initiated between the Connecticut state colleges, the State University of New York, and NEBHE to determine if a student interchange program (possibly border exchange) is feasible between those two states, and the University of Maine is developing arrangements with certain Canadian institutions.

The conclusion is inescapable.

Recommendation 10: Interstate cooperation should not be confined to any type of institution or any particular region, but rather extended wherever reasonable and feasible.

8 THE FUTURE: THE LONGER RUN

Speculation as to the long run future of the Regional Student Program is extremely difficult because of the residency question. The structure of the present Program is closely related to the differentiation between in-state and out-of-state tuition. If that difference disappears, the structure of the Program will have to change.

It seems likely, however, that the educational, social, economic and technological forces which presently make regional cooperation beneficial will grow in importance. It is appropriate in concluding, therefore, to suggest a number of areas for further study which may be important for the future evolution of regional cooperation.

(1) Border exchange: Under the Regional Student Program, the two-year institutions accept students from across state lines if they live relatively close by. The possibility of extending this policy is worthy of further study. It could have potential relevance for the state colleges, particularly for students from New Hampshire, Vermont and Connecticut who might commute to Massachusetts' institutions. It also might be applicable, at both the state and community college level, where the borders of Connecticut, Massachusetts and Rhode Island converge. Specific contract arrangements are, of course, one possible way that border exchange might be extended.

(2) The Open University: The open university concept, which is barely three years old in the United States, is popular in the region. The University of Vermont has sent a team to England to look at its Open University and has done some planning since. The University of Maine has developed a design. Massachusetts has developed three proposals: one prepared by the University of Massachusetts, one by the Massachusetts Board of Higher Education, and one in the early

stages of development by the state college system. And in Connecticut, the community colleges are developing a proposal. All of these efforts are still in the conceptual stage and no decisions to implement them have been made. On the basis of logic, this would appear to be an ideal area for regional cooperation. If the development of materials is contemplated, only two of the states would appear to have sufficient resources. Working together, however, the regional "market" is large enough to do something quite significant.

(3) Elimination of financial disincentives: In Chapter 6 it was noted that, for those institutions which retain their tuition, the admission of Regional Students involves a financial cost. The elimination of this disincentive would be desirable. There are at least two possible ways to do this. First, the annual budget for these colleges and universities could include a special allowance for the estimated number of Regional Students expected to be enrolled, thereby eliminating the budgetary burden on the institution. Alternatively, a system of interstate reimbursement could be established whereby each state contributes resources in line with educational benefits received by its residents. Funds could be exchanged to "balance the books" either annually or at multi-year intervals. In either case, the key to final acceptance would be to persuade the six state legislatures that higher education in their state, as well as in the region, stands to benefit from an increase in interstate cooperation.

(4) Elimination of tuition benefits: As mentioned in Chapter 2, Regional Students currently receive two benefits from the Program: it broadens the accessibility of educational opportunities (through the second preference policy) and it makes these opportunities available at a reduced (in-state) tuition rate. A period of confusion lies ahead, however, regarding residency and in-state/out-of-state tuition. It

might be advisable, therefore, to study the viability of the Regional Student Program if second preference in admission were the only benefit to Regional Students. Would the Program still be attractive to students? Would lower income students find themselves excluded? Would the effects on regional education development still be positive?

(5) Private Sector: As already described in Chapters 3 and 7, the private colleges and universities in New England have traditionally provided educational opportunities for substantial numbers of the region's citizens, but no way has yet been suggested for directly involving these institutions in the Program except through contractual arrangements. Given the likely prospect of some form of public support for many of these institutions in the future, increased consideration should be given to the possibilities of (1) further contracting with interested private colleges and universities for educational services and/or (2) providing student assistance to support students attending these institutions in such a way as to expand educational opportunities and avoid the expensive duplication of facilities while at the same time assisting these schools. The Regional Student Program may provide the mechanism for such a program(s), particularly as state boundaries or constitutional issues may have to be transcended. And, as answers to the questions posed in (4) above become available, it may even be feasible to include private institutions in the student interchange portion of the Program.

(6) Graduate Education: As stated in Chapter 7, given the likely higher educational environment of the 1970's, it is perhaps at the graduate level where the most significant opportunities lie for increased interstate cooperation. Although a modest attempt was made in this report to analyze the current status of graduate and professional education at the state universities and Lowell Technological Institute (Appendix E),

much remains left to be done. The staff member "State University Coordinator" recommended in Chapter 7 could begin to develop the information required to effect the necessary specialization and cooperation at these institutions. Beyond that, however, closer analysis of all graduate programs in New England -- public and private, college and university, existing and contemplated -- needs to be undertaken if more effective utilization of all of the region's higher educational resources is to be achieved.

(7) Coordinating Agencies: Closely related to this last item is the developing role of coordinating agencies in the region and the nation. As these agencies begin to look more closely at all postsecondary educational resources within their states (with an eye toward efficiency and economy) they will also soon begin to look at the resources in their neighboring states. The Regional Student Program has already laid the foundation for that type of scrutiny, and the question for the future is to what extent might the Regional Student Program or NEBHE be of additional assistance to these agencies?

(8) Costs and Benefits: At the outset of this evaluation, there was a great deal of interest expressed in an analysis of the costs and benefits of the Program. Unfortunately, the amount of solid cost information presently available precluded an indepth analysis along these lines although a general discussion of costs and benefits was presented in Chapter 4. Increasingly, however, the states and institutions are moving in the direction of planning, programming, budgeting systems (PPBS) and management information systems are developing which may yield the necessary cost data. If and when such a time arrives, this important task should be completed.

(9) Future Evaluation: During its first decade, the Regional Student Program showed little growth or development. Accordingly, there was little

to study. During the past four years, however, the Program, and the higher educational environment within which it has operated, have shown dramatic changes. This is likely to continue through the 1970's. As the many questions raised throughout this report are resolved, many new ones will arise. Accordingly, steps should be taken to regularly monitor the growth and development of the Regional Student Program and an updating of this evaluation should probably be undertaken as soon as 1975.

CONCLUSION

Interstate cooperation in any field of public policy -- whether it be transportation, the environment, or education -- is very difficult. The states have always been the basic units of sovereignty: both the federal government and local governments were created by the delegation of powers from the states. Each state has its own institutions, its own politics, and its own way of doing things, and state borders are highly resistent to cooperative activity.

Compared to total New England student enrollment, the Regional Student Program is rather small. Compared to other regional efforts at interstate cooperation in higher education, however, the Program has been quite significant.

Given its present policies and objectives, the Regional Student Program has broad acceptance and is operating smoothly. The most significant opportunity in the coming years appears to be the potential for strengthening publicly supported graduate education through a pattern of specialization between the six state universities. The pressing uncertainty is how higher educational finance in general, and interstate cooperation in particular, will be affected by the instant residency of students.

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APPENDIX A

INTERVIEW QUESTIONS

As stated in the introduction, PART ONE of this report was prepared to provide a common basis for the interviews with education and government leaders throughout New England. Following is the series of questions to which reactions were sought during the interview process.

The questions are organized under three headings:

- Performance to date
- Extensions of present policies
- New departures in interstate cooperation

Questions under the first heading were directed at an evaluation of the current operation of the Regional Student Program. The second group sought reactions to some possible revisions and extensions of present policies. The third group of questions concerned several more basic issues in interstate cooperation in New England.

PERFORMANCE TO DATE

A. General

1. What is your view of the desirability and feasibility of interstate cooperation in New England?
2. What is your assessment of the Regional Student Program?
3. Are there any major problems in the way the Program has operated?
4. Are there opportunities which have been overlooked?
5. Are there ways in which the Program should be changed?

B. Planning

1. Has the Regional Student Program played a role in planning at your institution or in your state?

2. What do you consider the proper relationship between institutional planning, state planning, and regional planning?
3. Are there planning functions which are not currently being fulfilled which the Regional Student Program, or NEBHE, could help to implement?

C. Admissions

1. How is the policy of second preference for admissions administered at your institution?
2. Are there out-of-state quotas, or other policies, which must be followed in the present and future admission of students under the Regional Student Program?

D. Administration

1. How are decisions to open a program to Regional Students made at your institution?
2. How is liaison with NEBHE and other participating institutions maintained?
3. Are there particular administrative problems you believe should be addressed?

E. Student Performance

1. How well have Regional Students at your institution performed?

F. Visibility

1. Are the goals and objectives of the Regional Student Program well understood in your state and at your institution?
2. How, in your judgement, do most people hear about the Program?
3. Do you have suggestions on how the Program might be better publicized?

G. Expectations for the Future

1. Do you expect that the Regional Student Program will continue to expand rapidly? Why? Why not?

2. If the Regional Student Program were to triple in the next five years, what would be the resultant benefits and/or problems for your institution or your state?

H. Financing

1. Are you aware of any financial problems which the Regional Student Program creates for your institution or your state?

EXTENSION OF PRESENT POLICIES

A. Residency

The Regional Student Program rests, in part, on the traditional distinction between in-state and out-of-state students. Yet the basis for this distinction -- the concept of state residency -- is undergoing extensive revision. College students formerly were considered dependent children of their taxpaying parents. But, increasingly, 18-year olds are asserting independence of their parents, and the courts are extending to them the rights and responsibilities of adults, including residency for voting purposes at the site of their college or university.

1. Has the question of residency created any problems in the operation of the Regional Student Program in your state?
2. What effects do you expect the changing definition of residency to have on the financing and operation of public higher education at your institution over the next decade?

B. Border Exchange

The two-year colleges in the Regional Student Program permit students who live closer to a college in a neighboring state to enroll in that college. This aspect of the program has been very successful. A proposal deserving consideration is to extend the "border exchange" concept to the state colleges and/or the state universities.

1. Might the "border exchange" concept beneficially be extended at appropriate state colleges and/or state universities? Why? Why not?

C. Optimum Program Size

Educational programs have been opened generally to Regional Students on the basis of uniqueness. An additional criteria -- optimum program size -- deserves consideration. Most academic programs require a critical mass of faculty and students. If the critical mass is not achieved, one of two undesirable results occurs: either the program is of extremely high cost on a per student basis, or the scope and, therefore, the quality of the program is limited.

In cases where a program has a reasonable element of uniqueness and where enrollment is below the optimum, therefore, consideration should be given to opening the program to Regional Students. The additional costs relating to the extra students would be well below average costs, the quality of the program would be likely to be improved, and the resources of the institution would be more effectively employed.

1. Might the concept of optimum program size be useful as a supplementary criteria for opening programs to Regional Students? Why? Why not?

D. Specialization in Graduate and Professional Education

In recent years, considerable attention has been focused on graduate and professional education because of its high cost and the sudden shift in the relation between supply and demand for Ph.D. holders and other highly trained personnel.

The Carnegie Commission, for example, has stated in The Capitol and the Campus:

> A much higher degree of interstate cooperation is required if states are to take advantage of the opportunities afforded by interstate student migration. These opportunities are most evident at the graduate level. The very high costs of top quality graduate and professional instruction, particularly in medicine and in the sciences where complex laboratory equipment is essential, make it difficult for any one state to offer in its public institutions a complex range of graduate and pro-

> fessional criteria. Increasingly, high cost graduate and professional instruction ought to be considered on a regional or a national basis rather than a state basis, with universities specializing in high quality graduate offerings in particular disciplines. (p. 59)

In 1970-71, over 80 percent of the graduate and professional degree programs at the seven state universities were open to Regional Students, but only 20 percent of the programs had Regional Students enrolled in them. (See Appendix E)

1. Is regional specialization in graduate and professional training at the public universities in New England a reasonable objective?
2. If so, is the Regional Student Program a viable mechanism for fostering such specialization?
3. Why are Regional Students enrolled in a comparatively small percentage of the programs open under the Regional Student Program?
4. Are the students unaware or uninterested in the opportunities?
5. Are faculty, department chairmen, and deans at the universities knowledgable about the Program?

E. Transfer for Part of a Degree Program

The Regional Student Program might be adapted to permit students to attend another institution for a term or a year to take advantage of an academic resource not available at his home institution. The Big Ten and the University of Chicago through the Conference on Institutional Cooperation (C.I.C.) has such a program for graduate students only, called the "Travelling Scholar Program".

1. Should the Regional Student Program be adapted to permit short-term transfers within New England colleges and universities?

NEW DEPARTURES IN INTERSTATE COOPERATION

A. Open College, External Degree Programs, and Regional Examining Universities

One of the most vital current innovations in higher education is the effort to increase flexibility in time and space within higher education and to open new options for individual students. Examples are the Open University in Great Britain, Empire State College of the State University of New York, and the Office of Education's "University Without Walls" program.

1. Are there currently plans to develop similar opportunities for higher education in your state?
2. If so, has thought been given to a regional effort?
3. Will it be possible for the smaller states to develop such programs without regional cooperation?
4. If a regional effort were intended, would it be best to organize on a regional basis at the start, or should the program be initiated within one or another state and then extended?

B. Private Institutions

An important issue in this region is whether, and how, private institutions might participate in a system of interstate cooperation in higher education in New England. The New England states are more dependent than any other region of the country upon the private colleges and universities for the education of their youth. Furthermore, a significant percentage attend a private college in a neighboring New England state. Of the 53 percent of the New England undergraduate students enrolled in private higher education, only one half are enrolled in their state of residence, with the other half divided more or less equally between the other New England states and the rest of the nation. At the same time, if one looks at the private institutions located within each state's boundaries, an average of only 44 percent of the students at these institutions are from the state of location, with an additional 18 percent from New England and the remainder from the rest of the country. Given the current financial uncertainty of private higher education, these data suggest that the New England states have a strong self-interest in coordinating their policies regarding private higher education.

1. Are there currently any efforts to coordinate state policy regarding the private institutions of higher education in your state?
2. Might the New England states give consideration to contracting under the Regional Student Program with private institutions for distinctive or unique programs?
3. Might the New England states contract with private institutions through the Regional Student Program for spaces at the undergraduate level?
4. Might the New England states develop a regional student aid program, administered through NEBHE, to support New England students at both public and private institutions in New England?
5. Are there other ways in which the resources of private higher education might be integrated into the Regional Student Program?

C. Cooperation Beyond New England

1. Should the New England states, through NEBHE, seek to develop arrangements and opportunities similar to those afforded under the Regional Student Program with states outside New England?
2. Alternatively, should cooperative efforts be concentrated within New England, with the continued development of an identity for a New England "system" of higher education assigned the highest value?

D. Future Role of NEBHE

1. Should the role of NEBHE be revised in any dimensions to give further support or leadership to regional cooperation?
2. As a specific proposal, should NEBHE administer a comprehensive catalog of programs offered at all New England higher education institutions as a service primarily to students and guidance counselors, but also to institutional and state planners?

APPENDIX B

OFFICIALS INTERVIEWED

Listed below are those educational and governmental leaders with whom lengthy interviews were conducted based primarily upon the outline presented in Appendix A. In addition, brief discussions were held with other staff members and, at a few of the participating institutions, with a small sample of Regional Students. The opinions and ideas which emerged from these conversations are summarized in Chapters 5-7.

Connecticut

Homer D. Babbidge
President
University of Connecticut

Rockwood Chin
Assistant Dean of the Graduate School
University of Connecticut

Joseph Dunn
Director of Research
Central Connecticut State College

Carmelo Greco
Planning Officer
Bureau of Technical Institutes
State Department of Education

Warren G. Hill
Chancellor
Connecticut Commission for Higher Education

F. Don James
President
Central Connecticut State College

H. B. Jestin
Vice President for Academic Affairs
Central Connecticut State College

Lucien Lombardi
Chief
Bureau of Technical Institutes
State Department of Education

Thomas H. Malone
Dean of the Graduate School
University of Connecticut

Evann Middlebrooks
Vice President for Academic Affairs
Southern Connecticut State College

James Murphy, Jr.
Senator
State of Connecticut

William C. Orr
Associate Provost
University of Connecticut

Eugene Smith
Executive Secretary
Connecticut Board of Trustees of State Colleges

Gilbert Teal
Academic Dean
Western Connecticut State College

John W. Vlandis
Director of Admissions
University of Connecticut

Robert Wickware
Academic Dean
Eastern Connecticut State College

Maine

Anne Boudreau
Representative
State of Maine

George Chick
Senator
State of Maine

James Clark
Vice President for Academic Affairs
University of Maine at Orono

Franklin P. Eggert
Dean of the Graduate School
University of Maine at Orono

Stanley L. Freeman, Jr.
Vice Chancellor for Academic Affairs
University of Maine

Harold Grodinsky
Director, Facilities Planning
Maine Higher Education Facilities Commission

James A. Harmon
Director of Admissions
University of Maine at Orono

Bennett D. Katz
Senator
State of Maine

Ronald L. Kellam
Senator
State of Maine

Winthrop C. Libby
President
University of Maine at Orono

Donald R. McNeil
Chancellor
University of Maine

Sarwin Millett
Representative
State of Maine

Whitney B. Newcomb
Coordinator of Vocational-Technical Institutes
Maine Department of Education

John B. O'Brien
Representative
State of Maine

Wayne Ross
Executive Secretary
Maine Higher Education Facilities Commission

Stanley Shaw
Representative
State of Maine

Mildred F. Wheeler
Representative
State of Maine

Massachusetts

Edward L. Alexander
Dean of the Graduate School
Lowell Technological Institute

Mortimer H. Appley
Dean of the Graduate School
University of Massachusetts

Michael J. Daly
Representative
Commonwealth of Massachusetts

Lawrence E. Dennis
Provost and Director
Massachusetts State College System

William G. Dwyer
President
Massachusetts Board of Regional Community Colleges

Clifton W. Emery
President, Worcester Junior College, and
President, New England Junior College Council

Ann C. Gannett
Representative
Commonwealth of Massachusetts

Arthur C. Gentile
Associate Graduate Dean for Academic Affairs
University of Massachusetts

Maurice Harrison
Director of Admissions
Lowell Technological Institute

William T. Hogan
Dean of the College of Engineering
Lowell Technological Institute

Jana B. Matthews
Assistant Director for Academic Affairs
Massachusetts State College System

Patrick McCarthy
Chancellor
Massachusetts Board of Higher Education

Everett V. Olsen
President
Lowell Technological Institute

Franklin Patterson
Frank L. Boyden Professor,
University of Massachusetts
(former President, Hampshire College)

Chapman Stockford
Director
New England Governors' Conference

William D. Tunis
Dean of Admissions and Records
University of Massachusetts

Robert C. Wood
President
University of Massachusetts

New Hampshire

Thomas N. Bonner
President
University of New Hampshire

Jere Chase
President
New England College

H. Trevor Colburn
Graduate Dean
University of New Hampshire

David W. Ellis
Vice Provost for Academic Affairs
University of New Hampshire

Charles H. Green
Director
Postsecondary Vocational-Technical Education
New Hampshire Department of Education

Leslie LaFond
Staff Associate, Office of the Academic Vice President
University of New Hampshire

Eugene Mills
Provost
University of New Hampshire

James B. O'Neil
Representative
State of New Hampshire

Eugene A. Savage
Director of Admissions
University of New Hampshire

Roger Smith
Senator
State of New Hampshire

George M. Strout
Director
New Hampshire Technical Institute

Major Whelock
Executive Assistant to the Governor
State of New Hampshire

Rhode Island

Werner A. Baum
President
University of Rhode Island

Fred G. Burke
Commissioner of Education
Rhode Island Board of Regents

William Flanagan
President
Rhode Island Junior College

Aloys C. Michel
Acting Dean of the Graduate School
University of Rhode Island

Marcus Rand
Assistant Dean of Admissions
University of Rhode Island

Vermont

Edward C. Andrews
President
University of Vermont

Robert S. Babcock
Provost
Vermont State Colleges

H. Ward Bedford
Senator
State of Vermont

Esther H. Cohen
Representative
State of Vermont

Alfred B. Rollins
Senior Vice President and
Vice President for Academic Affairs
University of Vermont

Richard Steele
Admissions Coordinator
University of Vermont

William H. MacMillan
Dean, Graduate School
University of Vermont

NEBHE Staff

Alan D. Ferguson
Executive Director

Raymond G. Hewitt
Director of Research

Joan-Faye Livergood
Assistant Director and Director
of the New England Regional
Student Program

Susan Wales
Research Assistant for the New
England Regional Student Program

APPENDIX C

REGIONAL STUDENT QUESTIONNAIRE

The 1,993 Regional Students enrolled through student interchange in 1971-72 were, obviously, an important source of information concerning the current status of the Regional Student Program and those ways in which it might be improved. Although the project director had the opportunity to personally discuss the Program with a few students on several of the campuses visited, a Regional Student Questionnaire (attached) was designed to contact a much broader sample of participating students.

METHODOLOGY

The institutional representatives who meet annually to designate the Regional Programs and who supply NEBHE with annual enrollment figures for the Program were contacted in the Spring of 1971 to determine if mailing addresses could be obtained for the Regional Students then enrolled on their campuses. Unfortunately it was not possible to obtain this information from each institution or for all such students, but addresses were available for 1,215 of the 1,993 Regional Students.

The Questionnaire was mailed in mid-April, and the 1,215 students thus contacted were asked to return the Questionnaire by May 5. No follow-up or reminder letters were mailed. Nevertheless, by the end of May, 493 (40.6 percent) useable responses were received. This information is summarized in Table C-1 by category of Regional Student.

Table C-1: SIZE OF SAMPLE

	Total RSP Enrollment 1971-72	Number of Questionnaire Mailed	Questionnaires Returned		
			Number Useable*	As a % of Mailed	As a % of RSP Enrollment
Two-Yr. Inst.	548	111	24	21.6	4.4
Univ-Undergrad	856	724	336	46.4	39.3
Univ-Grad	589	380	133	35.0	22.6
Total	1,993	1,215	493	40.6	24.7

Questionaires returned by Postal Service:	22	
Unusable returns:	13	
Total accounted for:	528	43.5%

---

* Responses were considered "useable" if the student identified his level of study and the institution he or she was attending as well as completing most of the questionnaire.

Since the size of the samples and the backgrounds of the students differed significantly depending upon the type of institution they were attending and their level of study, the results of the Regional Student Questionnaire are summarized below by category of student. Responses to the forced-choice items on the Questionnaire are summarized in Table C-4. While these responses will be referred to in the following, far more attention will be focused upon the open-ended items which allowed the students to describe how they felt the Program could be improved.

UNDERGRADUATES ATTENDING THE STATE UNIVERSITIES

Except for those attending the University of Maine and Lowell Technological Institute (which could not supply the necessary mailing addresses), virtually all other undergraduates enrolled in this phase of the Program were contacted. Of the 724 Questionnaires mailed, 336 (46.4 percent) were returned. This was the largest sample of students polled -- in fact, 39.3 percent of all undergraduate Regional Students were heard from. (Table C-1) The sample is also fairly representative in terms of Program enrollment as may be seen by comparing

Table C-2 (which shows that respondents were enrolled in a total of 51 different Regional Programs including those traditionally most heavily enrolled) with Table 2 on p.24.

Table C-2: PROGRAMS IN WHICH RESPONDING UNDERGRADUATES WERE ENROLLED

Program	University	Number
Physical Therapy	Connecticut	85
Occupational Therapy	New Hampshire	43
Pharmacy	Rhode Island	34
Social Service	New Hampshire	19
Pharmacy	Connecticut	18
Dental Hygiene	Rhode Island	17
Physical Therapy	Vermont	16
44 Other Programs	--	104
Total		336

As Table C-4 shows, 75.0 percent of the undergraduate respondents were female and 89.9 percent were under 22 years of age. (Since background information was not available on all Regional Students, it was not possible to determine how representative the sample was regarding these variables.) By class, 37.8 percent indicated they were freshmen in 1971-72, 28.0 percent sophomores, 18.8 percent juniors and 14.9 percent seniors. Only 2.4 percent indicated they were living at home while attending college, with 80.7 percent living on-campus and 16.4 percent off-campus. Among those who would speculate, most of these students planned to remain in the New England area after they completed their degree.

In general, these students "had always planned to attend college" (96.7 percent) and their families were generally supportive both of their aspirations and their final choice of a college: 88.4 percent said their family was "happy to see me attend the college of my choice", 31.9 percent that they "were active in getting me to attend college", and only 1.5 percent that "they were not happy about my decision". (This is important to note because, as will be seen in the next section, Regional Students attending two-year institutions often did not have such aspirations nor such parental support.)

When asked what consideration was most important in their final choice of the institution they were attending, 48.8 percent indicated "a specific course or program of study which was not available elsewhere" and another 28.9 percent "its reputation in the field in which I was interested". Only 9.8 percent indicated that "the cost of attending this college or university" was most important, despite their heavy reliance upon part-time and summer employment, scholarships, and loans to finance part or all of their own education. (Some students indicated that their parents were paying up to half of the cost -- or in a few cases all of it -- but most indicated a strong degree of independence in this regard.)

Given this apparent commitment to a particular program of study (despite the cost) along with this rather covert concern for financing their education, it was not surprising that 72.3 percent of the respondents felt the Regional Student Program was "primarily of economic benefit" to them while only 38.7 percent said it gave them "a chance to pursue a career I otherwise would not have been able to". Nor is it surprising that the most often mentioned improvement in the Program could be summed up as a need for "More publicity".

Indeed, only 85.4 percent of the respondents knew about the Program "before attending college", and 35.0 percent of these students had learned about it less than a year before -- many after having been accepted for admissions. Another 4.5 percent had heard about the Program "while attending another institution" (frequently a two-year college from which they were transferring). But 10.1 percent of the respondents had not learned about the Program until after they had matriculated, often more than a year after.

This naturally leads to the question how did these Regional Students first learn about the Program. Since they had always intended to attend college, and since most of them (judging by their age) entered college immediately after graduating from high school, it is rather discouraging to see that only 42.0 percent first learned about the Program from a school guidance counselor. Another 22.0 percent said they had first read about it somewhere (the NEBHE brochure, a university catalog, or occassionally a newspaper article), and 20.8 percent had heard about it from a friend or acquaintance. The 9.2 percent who said they had heard about it from "another high school or college official" usually identified the college as the source after they had been accepted. And the 10.1 percent indicating "some other source" included a student who finally heard about the Program from his adviser during his junior year at the college and another who knew about it only because her father happened to be a faculty member at one of the participating state universities.

Obviously there is nothing inherently wrong with students first reading about the Program or hearing about it from a friend. However that does not, unfortunately, mean that they can then easily find out more about the Program -- or that they ever find out more about the Program. The following comments are all too typical of those offered by the respondents.

> I only heard about the program by accident.
>
> I was the only one in my graduating class who knew about it. My guidance counselor mentioned it briefly to me, and she never really explained it well. I wrote to you people[NEBHE] before I really understood it.
>
> When I became eligible [by changing my major] for the Regional Program, the Registrar's Office here didn't know what I was talking about.
>
> This program is probably introduced in the high schools, but it wasn't in mine. I think this is a good way to introduce it.
>
> I had no idea that the program was in existance until applying to the school of pharmacy and one of my teachers told me about the benefits of NERSP. If it was more publicized, students would consider out-of-state colleges with a curriculum they may want before just applying to their own state university.
>
> My guidance counselor never told anyone [about the program unless they specifically asked] because she said it was posted on the bulletin board. Few have heard of it.

> I had to tell my own guidance counselor about it.
>
> If I hadn't found the NERSP booklet on a table at our guidance office, I wouldn't have been able to become a physical therapist. The counselors were ignorant of the possibilities opened by this wonderful program.
>
> Inform guidance counselors on what the program is and what it does. Sending information doesn't necessarily mean they will tell the students about it.
>
> I guess I'm in this program but I have little knowledge of its structure, how I was selected to participate, etc. I really don't know what it is all about.

The conclusion is inescapable, more needs to be done to publicize the opportunities made available through the Program. In fact, when asked to suggest ways in which the Program could be improved, over half the respondents suggested more publicity -- particularly wider exposure to juniors and seniors in high school. Specific suggestions included:

> Better briefing of guidance counselors.
>
> It would be good if pamphlets could be given to all high school students or sent to all New England homes with high school students, or maybe at an assembly in high school it could be announced, but it should definitely be made known that such a program exists.
>
> By printing more information in the university catalogues, e.g. stating exactly which majors come under the program for each university.
>
> ...getting guidance counselors to not only push the program but explain how it works and having them urge students to take advantage of it.
>
> By sending posters to each state which the counselors could post, telling exactly every curriculum that is under the program in that state. (I, myself, only knew of pharmacy.)
>
> ...a spokesman going to different high schools would be beneficial,
>
> Actually by more advertising.

Among the other ways suggested to improve the Program, expanding the number of schools involved and the number of fields of study were most frequently mentioned. Another respondent felt all participating colleges should charge the same tuition, and one student simply said, "Try to eliminate tuition".

STUDENTS ATTENDING TWO-YEAR INSTITUTIONS

Of the three categories of students polled, those attending two-year institutions were least well-represented. Initially, it was possible to obtain mailing addresses for only 111 of the 548 Regional Students attending these colleges and institutes, and of the 111 questionnaires mailed, only 24 (21.6 percent) were actually returned. Thus the background and opinions of fewer than five percent of all Regional Students in this phase of the Program are reflected in the following. (See Table C-1)

Nevertheless, it is instructive to review briefly the responses from these 24 students because their backgrounds differ somewhat from the undergraduate Regional Students attending the state universities. First, only 54.2 percent of the two-year students had "always planned to attend college" as compared to 96.7 percent for the latter category of respondents. Second, these students' families appear to have been less involved in their decisions to attend college. Finally, fully one-third of the two-year students were 22 years of age or older compared to 9.2 percent for the undergraduates at the state universities. Attending college was apparently neither an immediate goal nor an easy decision to eventually make for many of these students. (See Table C-4)

Several of the respondents indicated they had decided to enroll only when they realized they "needed a degree to keep up with [their] profession" or, in the case of a 31 year old women, because of:

> (1) a desire to find more stimulating employment, (2) more spare time (children in school), (3) personal need to see if I would be successful.

Another had decided to attend college after spending four years in the Navy, and had enrolled although "My father told me to get a job".

As might be expected, most of these students are enrolled in vocationally-oriented programs, including: inhalation therapy, occupational therapists aide, library technical assistant, culinary arts, electronics, practical nursing, and computer programming. The most important reason for attending their present school was "a specific program not available elsewhere" for 41.7 percent, and "the cost of attending" for another 20.8 percent.

These students were relying primarily on part-time and/or summer employment, their savings, and the G.I. Bill, other grants, and loans to finance their education. Few were receiving parental assistance. The majority intend to work and live in New England when they complete their studies.

How has the Regional Student Program benefitted these students? Two-thirds felt it was primarily of economic benefit and another third felt it gave them a chance to pursue a course of study which was not otherwise available. Another 12.5 percent (some students gave more than one response) felt it gave them a chance to attend college closer to home. (Indeed, 45.8 percent indicated they were residing at home while attending college.) These were especially important benefits to these students in light of the factors described earlier.

How did they learn about the program? Two students actually said they "had never heard of it" before receiving the questionnaire. (They did not know they were benefitting from it.) Another had first learned about it after her acceptance "when inquiring about tuition and information concerning courses". Only one-fourth of them had heard about it through a guidance counselor although another 20 percent had heard about it through another (usually a college) official. Several had seen the NEBHE brochure and one had heard about it through his brother-in-law. Another offered the following:

> Should be stressed more in high school. My counselor never mentioned this program to me. As a result, I never knew about it until I received a call from one of the college officials telling me I was being considered to enter the college under this program.

Not surprisingly, two-thirds of the respondents answered "No" to the question: In your experience is the Regional Student Program widely known and well understood? By way of improving the Program, most respondents would probably agree with the student who said that "knowledge of the Program is most effectively spread by counselors but many don't tell you half the opportunities that are available". However, since many of these Regional Students had been out of high school for several years before applying to college, other methods of publicizing the Program in addition to better informed guidance counselors are necessary. One respondent suggested "You could make more people aware of it by advertising on TV".

GRADUATE STUDENTS ATTENDING THE STATE UNIVERSITIES

At the graduate level, the University of Maine could not provide mailing addresses for any of their 53 Regional Students and the University of Massachusetts could supply addresses for only 8 of the 145 Regional Students reported for 1971-72. Almost all other addresses were available, however, and of the total graduate Regional Student enrollment of 589, 380 students were contacted. The following is based upon responses from 133 (35.0 percent) of those contacted or 22.6 percent of all graduate students in the Program.

Except for those at the Universities of Maine and Massachusetts, the most heavily enrolled Regional Programs (See Table 3, page 25) were well represented among the respondents. As is true of the graduate phase of the Program in general, however, the responding Regional Students were dispersed among a broad range of academic programs:

Table C-3: PROGRAMS IN WHICH RESPONDING GRADUATE STUDENTS WERE ENROLLED

Program	University	Degree	Enrollment
Library Science	Rhode Island	Masters	28
Social Work	Connecticut	Masters	23
Regional Community Planning	Rhode Island	Masters	12
Education	Connecticut	Ph.D.	7
31 Other Programs	--	--	49
Program not identified	--	--	14
Total			133

All of the respondents were 22 years of age or older, and 26.3 percent were over 30. Unlike the undergraduates, both sexes were equally represented among the graduate respondents. When asked where they were currently living, 53.4 percent said "at home" and another 33.8 percent said "off-campus". (See Table C-4) Although many, like the undergraduates, would not or could not speculate as to where they "will live and work" after completing their degree, those who did respond usually said they hoped to locate a job in New England.

Only 59.4 percent of the respondents had "always planned to attend graduate school after college". When the remaining students were asked what "later changed your mind", most either indicated they simply wanted to further their education (a conclusion often reached several years after graduating) or said they were required to (sometimes explicitly, but frequently implicitly) in order to advance at their job. Only 29.3 percent said the Regional Student Program was "a major factor" in their decision to attend their present institution, which was not surprising in light of the fact that half (49.6 percent) of the respondents had learned about the Program after enrolling -- and several had never heard about it before receiving this Questionnaire.

By and large, the graduate respondents did not elaborate as much as the undergraduates regarding how they first heard of the Program. While only 15.0 percent indicated they first heard about it from a high school (rarely) or college (usually) official, many of those checking "some other source" said they had heard about the Program while registering for their graduate courses and/or upon receiving their tuition bill. Several gave an answer similar to the following:

> Never heard about it until receiving this material. I only knew from the catalogue that I received lower tuition because I was a New England resident.

Thus many students were, as one put it, "happily surprised .. to discover I could pay in-state tuition", but never realized why. They did not know such a Program existed nor that additional programs were open through the Program. Another said:

> I knew about the program only 2 months before I came to graduate school. It had nothing to do with my decision; however, it does help to pay less than I expected.

All were not so pleasantly surprised, however, since not everyone who responded was enjoying the "economic benefit" that 87.2 percent felt they were experiencing. For example, one student wrote:

> I am not [benefitting] -- I am still required to pay the extra out-of-state tuition. How can I benefit from it???

Unfortunately, he did not provide his name so that his question could be answered, but hopefully he approached his institution as the following student did:

> I stumbled upon a paragraph in the catalogue. When its full meaning filtered through to me, I petitioned the bursar and was repaid my overpayment of fees.

Other students said they had received fellowships or other assistance that covered tuition so that they were not benefitting in 1971-72, but either had benefitted in the past or anticipated they would benefit when such assistance ran out.

How students learned about the Program varied considerably even at the same university: some were informed at registration while others were not; some received a brochure when they applied, others did not; some learned when they were accepted, others did not. Not surprisingly, therefore, the most frequent suggestion for improving the Program was again: "More publicity".

A forty year old male who had just returned to graduate school and who first learned about the Program while registering said:

> It needs more publicity. If I had known earlier that I would pay the in-state fee, I would have started school before this time.

Another person now in his third year of graduate work but who had also first learned about it while registering for his first year said, in answer to whether the Program affected his decision to attend graduate school:

> Not until I found out about it -- but then it enabled me to go on.

Several respondents suggested that a brochure about the Program should accompany every application sent out. Others suggested that every catalog should provide information on the Program. One respondent suggested mailing information to every New England student who takes the Graduate Record Exams.

Other suggestions for improving the Program included "opening all of the six states' educational facilities to all New England residents regardless of what is available in the person's home state" and "perhaps arranging for schools that are not state-supported ... to accept state residents under NERSP".

CONCLUSIONS

It is difficult to generalize about the Regional Students who responded to the Questionnaire. They entered college for many reasons, heard about the Program in a variety of ways, and differed greatly in their perceptions of the Program's importance to them. It is exactly this diversity, however, that makes the one point of agreement among them especially noteworthy -- the Program is not currently widely known nor well understood; more needs to be done to publicize it.

The most often mentioned and probably most promising ways to reach these additional students were:

- Guidance counselors (in particular) should become better informed about the Program and should assume a more active role in its promotion.
- NEBHE should provide large matrices (posters) for each of the New England states describing all Regional Programs open to the residents of that state. (These matrices might also be available in brochure form.)
- All potential Regional Students should receive information about the Program in time for it to be a factor in the formulation of their final educational plans. This could be done by:
  - (1) providing a descriptive brochure to all high school and college seniors (and possibly high school juniors as well);
  - (2) enclosing a descriptive brochure with all application materials sent to New England residents by the participating institutions; and,

(3) including a complete description of the Program in the catalogs of all participating institutions.

- All relevant personnel at the participating institutions (registrar's and bursar's offices, graduate school, etc.) should be better informed about the Program so that all students will receive the same information.
- A greater attempt should be made to utilize the media (newspapers and TV) in advertising the Program.

That 1,993 Regional Students are benefitting from the Program given the haphazard way in which so many of them came to learn of its existance (and some did not learn of its existance), is rather remarkable. It is hard to imagine how many additional students would benefit if they knew about the Program.

Table C-4: SUMMARY OF FORCED-CHOICE RESPONSES TO THE REGIONAL STUDENT QUESTIONNAIRE

Item Description	Undergraduate[1]	Graduate[1]	Two-Year[1]
TOTAL NUMBER OF RESPONSES	336	133	24
Sex:			
Male	21.7%	49.6%	66.7%
Female	75.0	50.4	33.3
Age:			
Under 22	89.9	--	66.7
22-25	8.3	42.9	20.8
26-30	0.9	30.8	8.3
Over 30	--	26.3	4.2
Class:			
Freshmen	37.8	--	66.7
Sophomore	28.0	--	33.3
Junior	18.8	--	--
Senior	14.9	--	--
Currently Living:			
At home	2.4	53.4	45.8
On-campus	80.7	11.3	20.8
Off-campus	16.4	33.8	33.3
How did you first learn about the NERSP?			
School guidance counselor	42.0	0.8	25.0
Other high school or college official	9.2	15.0	20.8
Friend or acquaintance	20.8	18.8	12.5
Reading something about it	22.0	28.6	25.0
Other source	10.1	35.3	16.7
When did you first learn about the Program?			
Before attending college	85.4	31.6	66.7
After having enrolled in present college	10.1	49.6	29.2
While attending another college	4.5	16.5	--
Had you always planned to attend college after high school?			
Yes	96.7	NA[2]	54.2
No	2.1	NA	37.5
What considerations were involved in your final choice of the institution you now attend? (Most important only shown)			
Only school I applied to	2.7	NA	8.3
Location	9.5	NA	8.3
Size	3.9	NA	16.7
General reputation	9.5	NA	--
Reputation in field I was interested in	28.9	NA	12.5
Range of courses offered	4.2	NA	12.5
Extra-curricular activities	0.3	NA	4.2

Table C-4 (Cont'd)

Item Description	Undergraduate[1]	Graduate[1]	Two-Year[1]
Where my friends were going	--	NA	--
Cost of attending	9.8	NA	20.8
Specific program of study not available elsewhere	48.8	NA	41.7
Coeducational	2.7	NA	--
To what extent was your family involved in your decision to attend the institution where you are now enrolled? (Check all that apply.)			
Had little to do with it	29.2	NA	33.3
Did not want me to go out-of-state	2.1	NA	--
Wanted me to be close to home	9.8	NA	4.2
Happy to see me attend college of my choice	88.4	NA	66.7
Not happy about my decision	1.5	NA	12.5
Had been worried about my financing my education	26.8	NA	16.7
Did not want me to attend college	--	NA	--
Very active in getting me to consider attending college	31.9	NA	12.5
Had you always planned to attend graduate school after college?			
Yes	NA	59.4	NA
No	NA	39.1	NA
Was the NERSP a major factor in your decision to attend your present institution?			
Yes	NA	29.3	NA
No	NA	68.4	NA
How do you feel you are benefitting from the NERSP?			
Primarily of economic benefit	72.3	87.2	66.7
Chance to get away from home and broaden my experience	25.0	6.0	4.2
Chance to pursue a career I otherwise would not have been able to	38.7	12.8	33.3
Does not benefit me in any specific way	0.3	7.5	--
Chance to attend a school closer to home	6.0	6.0	12.5
Do you know other students at your institution who are sponsored by the NERSP?			
Yes	73.2	62.4	58.3
No	14.3	34.6	12.5
In your experience, is the Program widely known and well understood?			
Yes	16.7	11.3	8.3
No	71.1	85.7	66.7

---

[1] All percentages are based upon the total number of responses received in each category of students. The percentages do not total to 100 percent for all items because (1) some students did not answer all of the items and (2) in some cases the students checked off more than one response.

[2] NA, not applicable.

NEW ENGLAND BOARD OF HIGHER EDUCATION
40 GROVE STREET
WELLESLEY, MASSACHUSETTS 02181

Dear Student:

We are currently trying to assess certain aspects of the New England Regional Student Program (NERSP). As a student currently enrolled under the terms of this Program, your opinions may enable us to expand and improve upon NERSP. Your response is strictly confidential (note that your name is not asked for). You should feel free, therefore, to express yourself openly.

Since this questionnaire is being sent to undergraduate, graduate and professional students, some of the questions may not be applicable to you. If a question does not seem to be relevant in your case, you may indicate this by noting "does not apply". Please return your completed questionnaire to us in the enclosed envelope by May 5.

Thank you for helping us to determine how NERSP might better serve New England students.

1. How did you first learn about the New England Regional Student Program?

___ from a school guidance counselor
___ from some other high school or college official
___ from a friend or acquaintance
___ from reading something about it (please explain, e.g., newspaper, brochure, etc.)______________________________
___ from some other source (please explain)_______________

2. When did you learn about the Regional Student Program?

___ before attending college (If so, how long before?__________)
___ after having enrolled in the college or university which you are now attending. (If so, how long after enrolling? ____________________________)
___ while attending another college or university.

(Over)

UNDERGRADUATES only, please answer questions 3 through 6.

3. Had you always planned to attend college after high school?
   Yes___ No___

4. If you did not originally plan to go on to college but later changed your mind, what was the dominant factor influencing your decision?

   ____

   ____

5. What considerations were involved in your final choice of the college or university you now attend? (Indicate the ones which apply in the order of their importance, ranking the most important 1, the next most important 2, etc.)

   ___ This was the only school I applied to
   ___ The location of the school
   ___ The size of the college or university
   ___ Its general reputation
   ___ Its reputation in the field I was interested in
   ___ The range of courses offered
   ___ The extra-curricular activities
   ___ This was where some of my friends were going
   ___ The cost of attending this college or university
   ___ A specific course or program of studies which was not available elsewhere
   ___ Whether or not this college or university was coeducational
   ___ Other (please specify)____________________________

6. To what extent was your family involved in your decision to attend the college or university where you are now enrolled? (Check as many as apply to you)

   ___ They had little to do with it
   ___ They did not want me to go to college out-of-state
   ___ They wanted me to be close to home
   ___ They were happy to see me go to the college of my choice
   ___ They were not happy about my decision. If so, why?

   ____

   ____

   ___ They had been worried about financing my education
   ___ They did not want me to go to college at all
   ___ They were very active in getting me to consider going to college
   ___ Other ____________________________________

GRADUATE STUDENTS (including Medicine and Dentistry) only, please answer questions 7, 8, and 9.

7. Had you always planned to go on to graduate (professional) school after college? Yes___ No___

8. If you did not originally plan to go on to graduate (professional) school but later changed your mind, what was the dominant factor influencing your decision?

____

____

9. Was the Regional Student Program a major factor in your decision to undertake graduate study at the school where you are now enrolled? Yes___ No___

10. How do you feel you are benefitting from the Regional Student Program?

___ It is primarily of economic benefit to me.
___ It gave me a chance to get away from home and broaden my experience.
___ It gave me a chance to pursue a career I otherwise would not have been able to.
___ It does not really benefit me in any specific way.
___ It gave me a chance to go to a school closer to my home.
___ Other ______________________________

11. Do you know others at your college or university who are sponsored by the Regional Student Program? Yes___ No___ If yes, how many? ______________________________

12. In your experience, is the Regional Student Program widely known and well understood? Yes___ No___

13. Can you suggest any ways in which the Regional Student Program could be improved? ______________________________

____

____

____

____

14. Where do you think you will live and work after receiving your degree? (Name the state only.) What work will you be doing?

____

____

____

____

(Over)

15. Please supply the following information:

Name of college or university where you are now enrolled

____

Name of other colleges or universities you have attended
Graduate____
Undergraduate____

Age____________ Sex: Male___ Female___

City and State of birth________________________________

Present home (City and State only)________________________

What is the approximate mileage between the college or university you now attend and your present hometown?______________

Are you currently living: At home___ On campus___ Off campus___

What program of study are you pursuing?_____________________

What year are you presently in?___________________________

Length of time you have been sponsored by the Regional Student Program____

How are you financing your education?_______________________

____

APPENDIX D

ENROLLMENT IN THE NEW ENGLAND REGIONAL STUDENT PROGRAM, 1958-59 TO 1971-72

The following three tables were compiled from (1) the annual "New England Regional Student Program Enrollment Reports" prepared by NEBHE based upon information provided by the participating institutions and (2) other NEBHE files regarding the contract programs.

Table D-1: ENROLLMENT IN THE NEW ENGLAND REGIONAL STUDENT PROGRAM, 1958-59 TO 1971-72

	Student Interchange Programs			Contract Programs			
	2-Year Institutions	State Universities[1] Undergrad	State Universities[1] Grad	Medical[2]	Dental[3]	Industrial Arts[4]	Total--Interchange & Contract Programs
1958-59		287	15			14	316
1959-60		262	31			14	307
1960-61		306	39	66		15	426
1961-62		283	39	99		20	441
1962-63		287	62	111		19	479
1963-64		270	62	115		16	463
1964-65		319	86	121		19	545
1965-66		299	73	123		20	515
1966-67		330	78	125		19	552
1967-68		347	71	123		18	559
1968-69	125	409	114	121		17	786
1969-70	293	473	269	123	5	20	1,183
1970-71	406	740	433	131	10	20	1,740
1971-72	548	856	589	134	20	23	2,170
TOTALS	1,372	5,468	1,961	1,392	35	254	10,482

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[1] Includes Lowell Technological Institute beginning in 1970-71.

[2] Contracts with the University of Vermont College of Medicine for the training of residents of Maine, Massachusetts, New Hampshire and Rhode Island.

[3] Contract between the Tufts University School of Dental Medicine and the State of Maine. (See Chapter 2 for further information on both the medical and dental contracts.)

[4] Contract between Keene (N.H.) State College and the State of Vermont. For 1971-72, also includes 1 student each attending Adams State College (Colorado) and Arizona State University. 1971-72 is the last year in which this program was in effect. (See Chapter 2.)

Table D-2: ANNUAL ENROLLMENT GROWTH OF THE STUDENT INTERCHANGE PORTION OF THE NEW ENGLAND REGIONAL STUDENT PROGRAM

	2-Yr Institutions		Universities - Undergraduate		Universities - Graduate		Total - Student Interchange	
	Enroll	Yrly Inc	Enroll	Yrly Inc	Enroll	Yrly Inc	Enroll	Yrly Inc
1958-59			287	--	15	--	302	--
1959-60			262	-9%	31	107%	293	-3%
1960-61			306	17%	39	26%	345	18%
1961-62			283	-7%	39	0%	322	-7%
1962-63			287	1%	62	59%	349	8%
1963-64			270	-6%	62	0%	332	-5%
1964-65			319	18%	86	39%	405	22%
1965-66			299	-6%	73	-15%	372	-8%
1966-67			330	10%	78	7%	408	10%
1967-68			347	5%	71	-9%	418	2%
1968-69	125	--	409	18%	114	61%	648	55%
1969-70	293	134%	473	16%	269	136%	1035	60%
1970-71	406	39%	740	56%	433	61%	1579	53%
1971-72	548	35%	856	16%	589	36%	1993	26%
Percent Increase:								
1958-59 to 1967-68		--		21%		373%		38%
1967-68 to 1971-72		--		147%		730%		377%
1968-69 to 1971-72		338%		--		--		--

Table D-3: THE MIGRATION[1] OF NEW ENGLAND RESIDENTS UNDER THE STUDENT INTERCHANGE PROVISIONS OF THE NEW ENGLAND REGIONAL STUDENT PROGRAM, 1958-59 TO 1971-72

	Conn		Maine		Mass		N.H.		R.I.		Vt.		Net
	In	Out	In	Out	In	Out	In	Out	In	Out	In	Out	Totals
1958-59[2]	230	7	13	36	--	176	47	26	10	21	2	36	302
1959-60	226	11	8	34	2	159	45	29	8	24	4	36	293
1960-61	243	15	22	33	4	199	53	27	17	27	6	44	345
1961-62	210	9	21	27	5	186	54	38	24	25	8	37	322
1962-63	218	9	25	26	8	212	57	29	33	32	8	41	349
1963-64	217	5	21	30	5	195	45	34	33	29	11	39	332
1964-65	268	10	31	33	9	232	48	36	35	39	14	55	405
1965-66	227	7	31	36	7	207	43	38	45	29	19	55	372
1966-67	241	12	27	43	13	232	42	40	60	33	25	48	408
1967-68	269	18	18	36	7	243	46	38	55	39	23	44	418
1968-69[3]	351	40	46	63	106	312	61	54	63	81	21	98	648
1969-70	412	116	60	119	254	418	110	165	180	113	19	104	1035
1970-71[4]	382	352	101	186	519	503	179	248	357	148	41	142	1579
1971-72	525	375	100	228	628	655	288	370	352	179	100	186	1993
TOTALS	4019	986	524	930	1567	3929	1118	1172	1272	819	301	965	8801

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[1] Shown for each N.E. state are (1) the number of N.E. residents attending a public institution in that state under the student interchange provisions of the Program and (2) the number of that state's residents going out of that state to attend a public institution in another N.E. state under those provisions.

[2] From 1958-59 to 1969-70, only the six N.E. state universities participated in the Program.

[3] Beginning in 1968-69, includes 2-year public institutions.

[4] Beginning in 1970-71, also includes Lowell Technological Institute.

APPENDIX E

GRADUATE AND PROFESSIONAL EDUCATION IN NEW ENGLAND

Graduate and professional education includes those programs of greatest visibility and prestige and also (often) of highest cost. This has led the Carnegie Commission on Higher Education to conclude that:

> A much higher degree of interstate cooperation is required if states are to take advantage of the opportunities afforded by interstate student migration. These opportunities are most evident at the graduate level. The very high costs of top quality graduate and professional instruction, particularly in medicine and in the sciences where complex laboratory equipment is essential, make it difficult for any one state to offer in its public institutions a complete range of graduate and professional curricula. Increasingly, high-cost graduate and professional instruction ought to be considered on a regional or a national basis rather than a state basis, with universities specializing in high-quality graduate offerings in particular disciplines. (The Capitol and The Campus, p. 59. Emphasis added)

Following up this recommendation, this analysis was prepared to look at graduate and professional education in New England from a regional point of view, with particular emphasis upon (1) the relationship of the Regional Student Program to such education at the six state universities and Lowell Technological Institute (LTI) and (2) the relationship of graduate and professional programs at these latter institutions to those elsewhere in the nation.

Two reports served as the basis for this analysis, Students Enrolled for Advanced Degrees, Fall 1969: Institutional Data (USOE, 1970) and New England Regional Student Program Enrollment Report: 1970-71 (NEBHE, 1971). Included is every area of study prescribed in the HEGIS (Higher Education General Information Survey) classification of instructional programs.

There are two major limitations to this analysis. First, the data on total enrollments for advanced degrees is for the academic year 1969-70 while the Regional Student enrollment data is for 1970-71. (Unfortunately, USOE data on 1970-71 enrollment was not yet available at the time this analysis was prepared. However, since the Program expanded so significantly at the graduate level between 1969-70 and 1970-71 -- from 269 to 433 students -- any distortion will probably be in the direction of overstating the relationship of the Program to any particular field of study.) Second, the Regional Programs and their enrollments may not have been placed in the correct HEGIS category in every instance because of varying program titles and insufficient information. In short, the analysis is reasonably but not precisely accurate.

For each graduate and professional program (i.e., for each HEGIS-defined field of study), Table E-1 provides the following information:

- The total number of graduate or professional students enrolled in the program in Fall 1969 at each of the six New England state universities and LTI;
- whether the program was open under the terms of the Program in 1970-71 (indicated by an "X" if the program was offered but no Regional Students were so enrolled) and the actual number of Regional Students (RSP) enrolled in 1970-71;
- the total national advanced degree enrollment in that field of study in Fall 1969;
- the total number of such advanced degree programs in the United States in Fall 1969 (i.e., the number of institutions reporting advanced degree enrollment in that field for that year. Other such programs may have been offered but since they did not have students enrolled they would not show up in this analysis. This is, of course, also true for the New England institutions, and can in fact be seen in Table E-1 where several Regional Programs are listed where no total enrollment was recorded.);
- the average size of those programs in Fall 1969 (i.e., total enrollment divided by the number of programs); and,

- the number of other such programs in New England, (i.e., offered by an institution(s) other than the state universities and LTI).

Based upon these data, two observations can be made. First, a high proportion of the graduate and professional programs offered by the state universities and LTI were designated Regional Programs, although Regional Students were actually enrolled in a much smaller proportion of them. (This information is summarized in Table E-2.)

Of the 324 such programs offered by these institutions, 274 (85 percent) were open to Regional Students. This is a high and therefore encouraging percentage. It indicates the commitment of these institutions to the Regional Student Program. However, a much smaller number of programs (72 or 22 percent) actually had Regional Students enrolled in them. This raises a number of questions about the visibility of the Program to students and/or faculty and about institutional policies regarding the admission of Regional Students. (See Appendix A and Chapter 5.)

The second observation has to do with the overall size of these programs. A large percentage of the graduate programs at the New England state universities and LTI tend to be small compared to the average size of similar programs in the United States. (See Table E-3.)

Of the 322 programs considered (the 2 "miscellaneous" programs listed in the USOE report were excluded), 251 (78 percent) were smaller than the average similar program in the nation. To the extent that larger programs are necessary for educational quality and economies of scale, this may indicate a problem. (See Appendix A and Chapters 5 and 7 for a further discussion of this point.)

Clearly this brief analysis represents only a first step toward a regional assessment of graduate and professional education in New England; its results are more indicative than they are definitive. It may even be inappropriate to look at the public universities of New England as a "system" of graduate education; the separate state systems of both public and private institutions may be the more desirable units for consideration.

But if regional planning for publicly-supported graduate and professional education is undertaken, the conclusion seems inescapable that movement should take place towards a greater specialization on particular campuses, as recommended by the Carnegie Commission.

Table E-1: GRADUATE RSP ENROLLMENT (1970-71), TOTAL ADVANCED DEGREE ENROLLMENT (FALL 1969), AND AVERAGE PROGRAM SIZE IN THE U.S. (FALL 1969), BY FIELD OF STUDY[1]

	RSP and Total Enrollment for Advanced Degrees At:														Number & Size of Advanced Degree Programs in U.S.			
	U. Conn		U.Maine		U.Mass.		U.N.H.		U.R.I.		U.Vt.		Lowell T.					
Area and Field of Study	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	Total Enrollment	No. of Programs	Average Program Size	Other Advanced Degree Programs in NE
AGRICULTURE																		
Agriculture, General															193	16	12.1	
Agronomy, field crops	X	4	X	5						6					1,169	47	24.9	
Animal Science	X	11		20	X	34	X	11	X	14	X	8			1,374	56	24.5	
Dairy Science															282	25	11.3	
Farm Management															23	1	23.0	
Fish, Game or Wildlife Management			X	10	X	69									731	26	28.1	
Food Science		1			X	74									778	34	22.9	
Horticulture	X	8	X	2						5					679	45	15.1	
International Agriculture															6	1	6.0	
Ornamental Horticulture															54	8	6.8	
Poultry Science	X	1													220	28	7.9	
Soil Science					X	40						7			718	34	21.1	
Agriculture, other fields	X	5													681	30	22.7	
Total, Agriculture		30		37		217		11		25		15			6,908	351	--	0
ARCHITECTURE					5	43									1,948	57	34.2	3
BIOLOGICAL SCIENCES																		
Biology, General															9,658	317	30.5	25
Botany, General	X	11	X	10	X	40	X	16	X	18		14			2,018	93	21.7	3
Zoology, General	X	23	X	39	X	73	X	37	X	58	X	22			3,849	98	39.3	3
Anatomy & Histology												1			1,011	94	10.8	4
Bacteriology	X	23	X	4	X	34	X	18	X	22	X	7			3,423	156	21.9	6
Biochemistry	X	36	X	5	2	20	X	15	X	23	X	8			3,506	135	26.0	5
Biophysics									7						644	40	16.1	2
Cytology	X	6													96	14	6.9	1
Ecology	X	2													329	24	13.7	
Embriology															54	11	4.9	
Entomology	X	9	X	7	1	19	X								1,456	55	26.5	
Genetics	1	10					X	14							817	53	15.4	2
Molecular Biology															371	21	17.7	1
Nutrition															445	23	19.3	1
Pathology	X	8							X	4		1			579	63	9.2	2

(Continued)

Table E-1 (Cont'd)

	RSP and Total Enrollment for Advanced Degrees At:														Number & Size of Advanced Degree Programs in U.S.			
	U. Conn.		U.Maine		U.Mass		U.N.H.		U.R.I.		U.Vt.		Lowell T.					Other
Area and Field of Study	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	Total Enrollment	No. of Programs	Average Program Size	Advanced Degree Programs in N.E.
BIOLOGICAL SC. (cont'd)																		
Pharmacology	2	11							1	16	X	9			1,086	93	11.7	4
Physiology	1	10									X	29			1,920	112	17.1	5
Plant Pathology	X				X	7			X	11					700	38	18.4	
Plant Physiology	X	1													176	19	9.3	1
All other fields	1	44	X	9	2		X	16	X	6					2,723	97	28.1	3
Total, Biological Sci.	5	194		74	5	193		116	8	158		91			34,861	1,556	--	68
BUSINESS & COMMERCE																		
Business & Commerce, General		584		21	6	179		44		33		39			49,764	260	191.4	15
Accounting					X				X	4					3,950	111	35.6	2
Finance, Banking															4,570	68	67.2	3
Hotel/Restaurant Mgmt.						3									41	3	13.7	
Marketing										4					3,678	71	51.8	3
Real Estate, Insurance															239	13	18.4	
Transportation															161	13	12.4	1
All other fields															13,969	89	157.0	2
Total, Business & Commerce		584		21	6	182		44		41		39			76,372	628	--	26
CITY PLANNING					1				26	54					2,615	47	55.6	3
COMPUTER SCIENCE & SYSTEMS ANALYSIS																		
Data Processing															290	5	58.0	
Computer Science	X	13			3	33			6	15					3,906	68	57.4	1
Systems Analysis															601	10	60.0	
Other fields															1,404	16	87.8	
Total, Comp. Sci & System Anal.		13			3	33			6	15					6,201	99	--	1

(Continued)

Table E-1 (Cont'd)

Area and Field of Study	RSP and Total Enrollment for Advanced Degrees At: U.Conn		U.Maine		U.Mass		U.N.H.		U.R.I.		U.Vt.		Lowell T.		Number & Size of Advanced Degree Programs in U.S.			Other Advanced Degree Programs in N.E.
	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	Total Enrollment	No. of Programs	Average Program Size	
EDUCATION																		
Specialized Teaching Fields:																		
Physical Education	1	15	X	12	1	62			X	20					8,938	224	39.9	5
Health Education															1,028	44	23.4	
Recreation															764	33	23.2	2
Education of Mentally Retarded		78		6											3,969	115	34.5	8
Education of Gifted															38	6	6.3	
Education of Deaf															434	30	14.5	3
Speech & Hearing Impaired		32										7			3,746	149	25.1	3
Education of Visually Handicapped															214	14	15.3	1
Education of Emotionally Disturbed															1,318	53	24.9	8
Special Learning Disability															538	30	17.9	3
Education of Crippled															116	13	8.9	3
Education of Multiple Handicapped															34	6	5.7	1
Administration of Special Education															374	12	31.2	
Education of Other Exceptional Children															4,744	87	54.5	5
Agricultural Education		1					X	4			X	12			1,065	57	18.7	
Art Education															2,873	131	21.9	7
Business/Commercial Educ.		11	X	2					X	18					3,704	150	24.7	3
Distributive Education															322	24	13.4	
Home Economics Educ.		11	X						X	3	X	4			1,451	102	14.2	2
Industrial Arts Educ., Non-Vocational		16		39											3,151	106	29.7	2
Music Education	X	10										2			3,774	204	18.5	9
Trade or Industrial Educ., Vocational															1,369	55	24.9	2
All Other Specialized Teaching Fields	X	27	X	4					X	26					11,346	196	57.9	14
General Teaching Fields:																		
Nursery or Kindergarten Educ.															314	5	62.8	
Early Childhood Educ.															2,095	52	40.3	10
Elementary Education	X	138	X	11					X	24	X				46,650	386	120.9	26

(Continued)

Table E-1 (Cont'd)

	RSP and Total Enrollment for Advanced Degrees At:														Number & Size of Advanced Degree Programs in U.S.			
	U.Conn		U.Maine		U.Mass		U.N.H.		U.R.I.		U.Vt.		Lowell T.					Other
Area and Field of Study	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	Total Enrollment	No. of Programs	Average Program Size	Advanced Degree Programs in N.E.
EDUCATION (Cont'd)																		
General Teaching Fields (Cont)																		
Secondary Education	X	62	X	34					X	50	X				17,285	252	68.6	18
Elementary & Secondary				549											2,241	28	80.0	2
Adult Education															748	28	26.7	
All Other General Teaching Fields	X														4,588	61	75.2	6
Non-teaching Fields:																		
Education Specialist															1,096	48	22.8	1
Educ. Admin. Super, Finance	X	78		86											23,433	308	76.1	18
Counseling & Guidance	X	61	X	127					X	51	X				29,348	346	84.8	16
Rehabilitation Counselor Training															1,348	39	34.6	2
History of Education, Etc.															1,869	66	28.3	4
Curriculum & Instruction															5,196	78	66.6	1
Education, General	X	23					X	101							23,457	143	164.0	13
Educ. Psychology	X	51													5,021	93	54.0	4
Educ., All Other Fields	14^2			134	49^2	738					X	66			13,943	111	125.6	8
Total, Education	15	614		1004	50	800		105		192		91			234,042	3,885	--	210
ENGINEERING																		
Aerospace	X	22													3,326	56	59.4	2
Agricultural Eng.			X	4	X	19									587	42	14.0	
Architectural Eng.															39	3	13.0	
Biomedical Eng.									X		X	2			258	17	15.2	1
Ceramic Eng.															128	7	18.3	
Chemical Eng.	X	38	X	26	1	53	X	6	X	26			X	17	4,874	119	41.0	4
Civil Eng.	X	89	X	17	X	67	X	9		19		10			7,265	139	52.3	5
Electrical Eng.	X	140		9	1	36	X	19	3	55	X	36	X	157	17,560	162	108.4	6
Engineering Science															3,288	76	43.3	1
Environmental Health & Sanitary Eng.	X	3			X	2									822	42	19.6	1
General Engineering															1,352	23	58.8	1
Geological Engineering															130	14	9.3	
Industrial Engineering					7	31			X	26					7,693	79	97.4	3
Mechanical Engineering	X	142		7	2	39		5	6	24	X	13		9	8,320	148	56.2	6

(Continued)

Table E-1 (Cont'd)

Area and Field of Study	RSP and Total Enrollment for Advanced Degrees At:														Number & Size of Advanced Degree Programs in U.S.			Other Advanced Degree Programs in N.E.
	U.Conn		U.Maine		U.Mass		U.N.H.		U.R.I.		U.Vt.		Lowell T.					
	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	Total Enrollment	No. of Programs	Average Program Size	
FOREIGN LANGUAGES & LIT. (Cont'd)																		
Philology & Lit. of Germanic Languages															99	5	19.8	1
Arabic															68	6	11.3	
Chinese															181	15	12.1	
Hebrew															333	13	25.6	
Hindi															5	1	5.0	
Japanese															43	9	4.8	
Russian					X	3									631	40	15.8	4
Other Slavic Languages					X	10									463	16	28.9	3
All other fields															1,561	45	34.7	6
Total, For. Lang. & Lit.	6	119		28	9	200		28		12		20			20,721	913	--	69
FORESTRY			X	13	4	6	X	13			X		X		1,278	39	32.8	1
GEOGRAPHY									1	14	2	9			3,223	135	23.9	5
HEALTH PROFESSIONS																		
Hospital Administration									X	2					937	20	46.9	1
Nursing, Public Health Nur.					X	10			X						3,417	59	57.9	3
Occupational Therapy															174	12	14.5	1
Optometry															23	2	11.5	
Osteopathy															2	1	2.0	
Pharmacy	X	12							X	10					1,159	50	23.2	2
Physical Therapy															184	11	16.7	1
Public Health					X	18									2,219	24	92.5	1
Radiologic Tech.															47	9	5.2	
Clinical dental Sci.															1,262	32	39.4	1
Clinical Medical Sci.															1,686	30	56.2	
Clinical Vet.Med. Sci.															366	20	18.3	
All Other Fields	1										X	8			1,088	53	20.5	2
Total, Health Prof.	1	12				28				12		8			12,564	321	--	12
HOME ECONOMICS																		
Home Economics, General			X	8	X	20	X	3			X	4			1,356	63	21.5	
Child Development	4	43							X	13					881	41	21.5	
Clothing & Textiles	1	14							2	6					376	38	9.9	
Foods & Nutrition		4	X		X	15			X	7					735	56	13.1	1
Institution Mgmt.															108	15	7.2	

(Continued)

Table E-1 (Cont'd)

Area and Field of Study	RSP and Total Enrollment for Advanced Degrees At: U.Conn RSP	U.Conn Total	U.Maine RSP	U.Maine Total	U.Mass RSP	U.Mass Total	U.N.H. RSP	U.N.H. Total	U.R.I. RSP	U.R.I. Total	U.Vt. RSP	U.Vt. Total	Lowell T. RSP	Lowell T. Total	Number & Size of Advanced Degree Programs in U.S.: Total Enrollment	No. of Programs	Average Program Size	Other Advanced Degree Programs in N.E.
ENGINEERING (Cont'd)																		
Metallurgical Eng.	X	45													2,158	67	32.2	3
Mining Engineering															355	23	15.4	
Naval Arch.															204	4	51.0	1
Nuclear Engineering									X				2	3	1,294	40	32.4	1
Petrol Engineering															265	19	13.9	
All Other Fields	2	10		3	2	49			17	50				2	5,130	83	61.8	5
Total, Engineering	2	489		66	13	296		39	26	200		61	2	188	65,048	1,163	--	40
ENGLISH & JOURNALISM																		
English & Literature	1	160	X	66	14	283	X	46	2	72		45			32,447	443	73.2	33
Journalism															2,122	61	34.8	1
Total, English & Jour.	1	160		66	14	283		46	2	72		45			34,569	504	--	34
FINE & APPLIED ARTS																		
Art, General					X	69									4,459	145	30.8	7
Music, Sacred Music	2	35			X	24	X	11			X	2			7,826	206	38.0	9
Speech & Dramatic Arts	1	31	X	10	5	49				10	X				8,271	215	38.5	9
All Other Fields															6,058	111	54.6	11
Total, Fine & App. Arts	3	66		10	5	142		11		10		2			26,614	677	--	36
FOLKLORE															174	5	34.8	
FOREIGN LANGUAGES & LIT.																		
Linguistics	1	8			X	15									1,846	57	32.4	5
Latin, Greek	X	1				1					X	3			1,254	88	14.3	9
Modern Languages (more than 2)															160	11	14.5	1
French	4	47		19	3	73		1		7		11			5,234	200	26.2	18
Italian	X	1									X				323	28	11.5	3
Portuguese															77	11	7.0	
Spanish	1	27		3	2	37		8		5		6			5,190	203	25.6	12
Philology and Lit. of Romance Languages	X	6			X										425	16	26.6	1
German	X	29	X	6	4	61	X	19			X				2,794	146	19.1	6
Other Germanic															34	3	11.3	

(Continued)

Table E-1 (Cont'd)

Area and Field of Study	RSP and Total Enrollment for Advanced Degrees At:														Number & Size of Advanced Degree Programs in U.S.			Other Advanced Degree Programs in N.E.
	U.Conn		U.Maine		U.Mass		U.N.H.		U.R.I.		U.Vt.		Lowell T.					
	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	Total Enrollment	No. of Programs	Average Program Size	
HOME ECONOMICS (Cont'd)																		
All Other Fields															582	26	22.4	
Total, Home Economics	5	61		8		35		3	2	26		4			4,038	239	--	1
LAW (Beyond the LL.B or J.D.)															2,521	36	70.0	3
LIBRARY SCIENCE			X	5					50	174					12,092	107	113.0	3
MATHEMATICAL SCIENCES																		
Mathematics	1	44		17	8	86	X	42	2	29	X	17		21	20,572	398	51.7	29
Statistics	5	28			X	8									2,402	78	30.8	3
Total, Math. Sciences	6	72		17	8	94		42	2	29		17		21	22,974	476	--	32
PHILOSOPHY																		
Philosophy	X	22			4	33			X	4	X	6			4,701	162	29.0	10
Scholastic Philosophy															192	6	32.0	1
Total, Philosophy		22			4	33				4		6			4,893	168	--	11
PHYSICAL SCIENCES																		
Physical Sciences, Gen'l															535	39	13.7	4
Astronomy					X	12									733	40	18.3	5
Chemistry		72	X	16	X	128	X	49	X	39	X	34	X	32	17,024	354	48.1	32
Metallurgy	1														116	7	16.6	
Meteorology															539	19	28.4	1
Pharmaceutical Chemistry		11							X	11					403	30	13.4	1
Physics	X	44	X	18	X	109	X	30		10	X	34	X	28	13,977	296	47.2	22
Earth Sciences															342	35	9.8	4
Geology	X	13	X	6	1	44	X	9	X	10		16			3,525	146	24.1	8
Geophysics															318	22	14.5	2
Oceanography	X		X	1	X		X		9	102					980	21	46.7	2
All Other Fields		55											2	17	1,393	49	28.4	1
Total, Physical Sci.	1	195		41	1	293		88	9	172		84	2	77	39,885	1,058	--	82
PSYCHOLOGY																		
General Psychology	X	20	X	23		143		25		50					10,921	203	53.8	12
Clinical Psychology	X	88	X	29								9			3,101	74	41.9	4
Counseling & Guidance															1,366	42	32.5	5
Social Psychology	X	9													668	38	17.6	4

(Continued)

Table E-1 (Cont'd)

	RSP and Total Enrollment for Advanced Degrees At:														Number & Size of Advanced Degree Programs in U.S.			
	U.Conn		U.Maine		U.Mass		U.N.H.		U.R.I.		U.Vt.		Lowell T.					Other
Area and Field of Study	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	Total Enrollment	No. of Programs	Average Program Size	Advanced Degree Programs in N.E.
PSYCHOLOGY (Cont'd)																		
Rehab. Counselor Training															416	12	34.7	1
Educ. Psychology															492	23	21.4	1
All Other Fields		2										36			5,762	109	52.9	7
Total, Psychology		119		52		143		25		50		45			22,726	501	--	34
RECORDS MANAGEMENT															2	1	2.0	
RELIGION																		
Religious Educ., Bible															2,772	106	26.2	9
Theology															5,827	127	45.9	6
Religion, Lib. Arts Curr.															1,450	46	31.5	7
All Other Fields															716	28	25.6	3
Total, Religion															10,765	307	--	25
SOCIAL SCIENCES																		
Social Sciences, Gen'l															5,093	158	32.2	9
American Studies	X														1,218	38	32.1	6
Anthropology	X	11			4	36									3,917	111	35.3	7
Area or Regional Studies															2,041	57	35.8	3
Economics	1	81	X	7	2	57	X	15	X	13		6			10,891	228	47.8	14
History	3	120	X	52	9	131	X	46		56		34			22,049	403	54.7	29
International Relations	X	20				32									1,780	36	49.4	3
Political Science	4	44		13	X	124		19		25		6			11,082	247	44.9	15
Sociology	2	59	X	22	5	74	X	18	4	10					9,865	244	40.4	14
Basic Social Science, All Other Fields															179	11	16.3	2
Agric. Economics	2	15		11	1			5		2		5			1,854	54	34.3	
Foreign Service															104	3	34.7	
Industrial Relations															837	19	44.1	1
Public Administration	X	10	X	1			X		X	8					3,809	55	69.3	1
Social Work	13	271													13,209	78	169.3	6
All Other Fields		10				1									2,641	53	49.8	5
Total, Social Sciences	25	641		106	21	455		103	4	114		51			90,569	1,795	--	115

(Continued)

Table E-1 (Cont'd)

	RSP and Total Enrollment for Advanced Degrees At:														Number & Size of Advanced Degree Programs in U.S.			
	U.Conn		U.Maine		U.Mass		U.N.H.		U.R.I.		U.Vt.		Lowell T.					
Area and Field of Study	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	RSP	Total	Total Enrollment	No. of Programs	Average Program Size	Other Advanced Degree Programs in N.E.
BROAD GENERAL CURRICULUM AND MISCELLANEOUS FIELDS										18				26	19,262	226	--	13
FIRST PROFESSIONAL																		
Chiropody or Podiatry															1,099	5	219.8	
Dentistry		33													16,136	53	304.5	2[3]
Medicine		61									131[4]	252			37,463	102	367.2	5
Optometry															2,396	11	217.8	
Osteopathy															1,993	6	332.2	
Veterinary Medicine															4,726	18	262.6	
Law	17	454	55	118											67,256	147	457.5	8
Theology															19,588	153	128.0	12
Other															1,201	8	150.1	1
Total, First Professional	17	548	55	118							131[4]	252			151,858	503	--	28
TOTAL, ALL GRADUATE AND PROFESSIONAL	87	3,939	55	1,666	149	3,476	--	674	136	1,392	133	840	4	312	908,723	15,629	--	855

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[1] See text for a description of the information presented in this Table.

[2] Insufficient information for assignment to a particular HEGIS category.

[3] Ten Maine residents were attending Tufts School of Dental Medicine under the contract portion of the Regional Student Program in 1970-71.

[4] Attending under the contract portion of the Regional Student Program.

Table E-2: RELATIONSHIP OF THE REGIONAL STUDENT PROGRAM TO POST-BACCALAUREATE EDUCATION AT THE N.E. STATE UNIVERSITIES AND LOWELL TECHNOLOGICAL INSTITUTE[1]

	Number of Programs in New England				Enrollment at State Univs & LTI		
		At State Univs & LTI Only[2]					
Area of Study	In All NE Insts	Total	Open Under RSP	With RSP Enroll't	Total	RSP	RSP as % of Total
Agriculture	20	20	15	0	335	0	--
Architecture	4	1	1	1	43	5	11.6%
Biological Sciences	115	47	48	9	826	18	2.2%
Business & Commerce	35	9	3	1	911	6	0.7%
City Planning	4	1	2	2	54	27	50.0%
Computer Sci. & Systems Analysis	4	3	3	2	61	9	14.8%
Education	252	42	35	4	2,806	65	2.3%
Engineering	81	41	35	10	1,339	43	3.2%
English & Journalism	40	6	5	3	672	17	2.5%
Fine & Applied Arts	45	9	9	3	241	8	3.3%
Foreign Language & Lit.	94	25	19	6	407	15	3.7%
Forestry	4	3	5	1	32	4	12.5%
Geography	7	2	2	2	23	3	13.0%
Health Professions	18	6	8	1	60	1	1.7%
Home Economics	12	11	11	3	137	7	5.1%
Law (beyond the LL.B. or J.D.)	3	0	0	0	0	0	--
Library Science	5	2	2	1	179	50	27.9%
Mathematical Sciences	41	9	7	4	292	16	5.5%
Philosophy	15	4	4	1	65	4	6.2%
Physical Sciences	109	27	26	4	950	13	1.4%
Psychology	45	11	5	0	434	0	--
Religion	25	0	0	0	0	0	--
Social Sciences	153	38	27	12	1,470	50	3.4%
Miscellaneous	15	2	0	0	44	0	--
First Professional:							
Dentistry	3	1	0	0	33	0	--
Medicine	7	2	1[3]	1[3]	313	131[3]	41.9%
Law	10	2	2	2	572	72	12.6%
Theology	12	0	0	0	0	0	--
Other	1	0	0	0	0	0	--
TOTAL	1,179	324	274	72	12,299	564	4.6%[4]

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[1] Derived from Table E-1.

[2] In several cases, the "Apple Book" indicated a Regional Program for which no enrollment was recorded in the USOE report. Those programs have, of course, been counted here as "open under RSP" although in some cases this resulted in more "open" than "total" programs.

[3] Enrolled under the contract portion of the Program, not student interchange.

[4] If interchange students only are considered, this figure becomes 3.5%.

Table E-3: RELATIONSHIP OF ADVANCED DEGREE PROGRAMS AT THE NEW ENGLAND STATE UNIVERSITIES AND LOWELL TECHNOLOGICAL INSTITUTE TO THOSE IN THE U.S., FALL 1969[1]

	Programs at the New England State Universities and LTI				
		Size of Program Greater Than or Equal to U.S. Average		Size of Program Less Than U.S. Average	
Area of Study	Total Number	Number	%	Number	%
Agriculture	20	4	20%	16	80%
Architecture	1	1	100%	0	--
Biological Sciences	47	10	21%	37	79%
Business & Commerce	9	1	11%	8	89%
City Planning	1	0	--	1	100%
Computer Science & Systems Analysis	3	0	--	3	100%
Education	42	10	24%	32	76%
Engineering	41	8	20%	33	80%
English	6	2	33%	4	67%
Fine & Applied Arts	9	2	22%	7	78%
Foreign Language & Literature	25	7	28%	18	72%
Forestry	3	0	--	3	100%
Geography	2	0	--	2	100%
Health Professions	6	0	--	6	100%
Home Economics	11	3	27%	8	73%
Library Science	2	1	50%	1	50%
Mathematical Sciences	9	1	11%	8	89%
Philosophy	4	0	--	4	100%
Physical Science	27	7	26%	20	74%
Psychology	11	2	18%	9	82%
Social Sciences	38	11	29%	27	71%
Dentistry	1	0	--	1	100%
Medicine	2	0	--	2	100%
Law	2	1	50%	1	50%
Total	322	71	22%	251	78%

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[1] Derived from Table E-1

APPENDIX F

PARTICIPATING INSTITUTIONS
NEW ENGLAND REGIONAL STUDENT PROGRAM

STATE UNIVERSITIES, LOWELL TECHNOLOGICAL INSTITUTE, AND SOUTHEASTERN MASSACHUSETTS UNIVERSITY

UNIVERSITY OF CONNECTICUT, Storrs
UNIVERSITY OF MAINE at Augusta
UNIVERSITY OF MAINE at Bangor
UNIVERSITY OF MAINE at Farmington[1]
UNIVERSITY OF MAINE at Fort Kent[1]
UNIVERSITY OF MAINE at Machias[1]
UNIVERSITY OF MAINE at Orono
UNIVERSITY OF MAINE at Portland
LOWELL TECHNOLOGICAL INSTITUTE, Lowell, Massachusetts
SOUTHEASTERN MASSACHUSETTS UNIVERSITY, North Dartmouth[2]
UNIVERSITY OF MASSACHUSETTS, Amherst
UNIVERSITY OF NEW HAMPSHIRE, Durham
UNIVERSITY OF RHODE ISLAND, Kingston
UNIVERSITY OF VERMONT, Burlington

STATE COLLEGES[1]

CONNECTICUT

CENTRAL CONNECTICUT STATE COLLEGE, New Britain
EASTERN CONNECTICUT STATE COLLEGE, Willimantic
SOUTHERN CONNECTICUT STATE COLLEGE, New Haven
WESTERN CONNECTICUT STATE COLLEGE, Danbury

MAINE

(See the UNIVERSITY OF MAINE)

MASSACHUSETTS

BOSTON STATE COLLEGE, Boston
BRIDGEWATER STATE COLLEGE, Bridgewater
FITCHBURG STATE COLLEGE, Fitchburg
FRAMINGHAM STATE COLLEGE, Framingham
LOWELL STATE COLLEGE, Lowell
MASSACHUSETTS COLLEGE OF ART, Boston
MASSACHUSETTS MARITIME ACADEMY, Buzzards Bay
NORTH ADAMS STATE COLLEGE, North Adams
SALEM STATE COLLEGE, Salem
WESTFIELD STATE COLLEGE, Westfield
WORCESTER STATE COLLEGE, Worcester

NEW HAMPSHIRE

KEENE STATE COLLEGE, Keene[2]
PLYMOUTH STATE COLLEGE, Plymouth[2]

RHODE ISLAND

RHODE ISLAND COLLEGE, Providence

VERMONT

CASTLETON STATE COLLEGE, Castleton
JOHNSON STATE COLLEGE, Johnson
LYNDON STATE COLLEGE, Lyndonville

TWO-YEAR INSTITUTIONS

CONNECTICUT

GREATER HARTFORD COMMUNITY COLLEGE, Hartford
HARTFORD STATE TECHNICAL INSTITUTE, Hartford
HOUSATONIC COMMUNITY COLLEGE, Bridgeport
MANCHESTER COMMUNITY COLLEGE, Manchester
MATTATUCK COMMUNITY COLLEGE, Waterbury
MIDDLESEX COMMUNITY COLLEGE, Middletown
MOHEGAN COMMUNITY COLLEGE, Norwich
NORTH CENTRAL AREA COMMUNITY COLLEGE, Enfield[2]
NORTHWESTERN CONNECTICUT COMMUNITY COLLEGE, Winsted
NORWALK COMMUNITY COLLEGE, Norwalk
NORWALK STATE TECHNICAL COLLEGE, Norwalk
QUINEBAUG VALLEY COMMUNITY COLLEGE, Danielson
SOUTH CENTRAL COMMUNITY COLLEGE, New Haven
THAMES VALLEY STATE TECHNICAL COLLEGE, Norwich
TUNXIS COMMUNITY COLLEGE, Farmington
WATERBURY STATE TECHNICAL COLLEGE, Waterbury

MAINE

UNIVERSITY OF MAINE at Augusta
UNIVERSITY OF MAINE at Orono
UNIVERSITY OF MAINE at Portland-Gorham
EASTERN MAINE VOCATIONAL TECHNICAL INSTITUTE, Bangor
NORTHERN MAINE VOCATIONAL TECHNICAL INSTITUTE, Presque Isle
SOUTHERN MAINE VOCATIONAL TECHNICAL INSTITUTE, South Portland
WASHINGTON COUNTY VOCATIONAL TECHNICAL INSTITUTE, Calais[2]

MASSACHUSETTS

BERKSHIRE COMMUNITY COLLEGE, Pittsfield
BRISTOL COMMUNITY COLLEGE, Fall River
CAPE COD COMMUNITY COLLEGE, West Barnstable
GREENFIELD COMMUNITY COLLEGE, Greenfield
HOLYOKE COMMUNITY COLLEGE, Holyoke
MASSACHUSETTS BAY COMMUNITY COLLEGE, Watertown
MASSASOIT COMMUNITY COLLEGE, North Abington
MIDDLESEX COMMUNITY COLLEGE, Bedford
MOUNT WACHUSETT COMMUNITY COLLEGE, Gardner
NORTH SHORE COMMUNITY COLLEGE, Beverly
NORTHERN ESSEX COMMUNITY COLLEGE, Haverhill

MASSACHUSETTS (Cont'd)

- QUINSIGAMOND COMMUNITY COLLEGE, Worcester
- SPRINGFIELD TECHNICAL COMMUNITY COLLEGE, Springfield

NEW HAMPSHIRE

- NEW HAMPSHIRE TECHNICAL INSTITUTE, Concord
- NEW HAMPSHIRE VOCATIONAL-TECHNICAL COLLEGE, Berlin
- NEW HAMPSHIRE VOCATIONAL-TECHNICAL COLLEGE, Claremont
- NEW HAMPSHIRE VOCATIONAL-TECHNICAL COLLEGE, Laconia
- NEW HAMPSHIRE VOCATIONAL-TECHNICAL COLLEGE, Manchester
- NEW HAMPSHIRE VOCATIONAL-TECHNICAL COLLEGE, Nashua
- NEW HAMPSHIRE VOCATIONAL-TECHNICAL COLLEGE, Portsmouth

RHODE ISLAND

- RHODE ISLAND JUNIOR COLLEGE, Providence

VERMONT

- VERMONT TECHNICAL COLLEGE, Randolph Center

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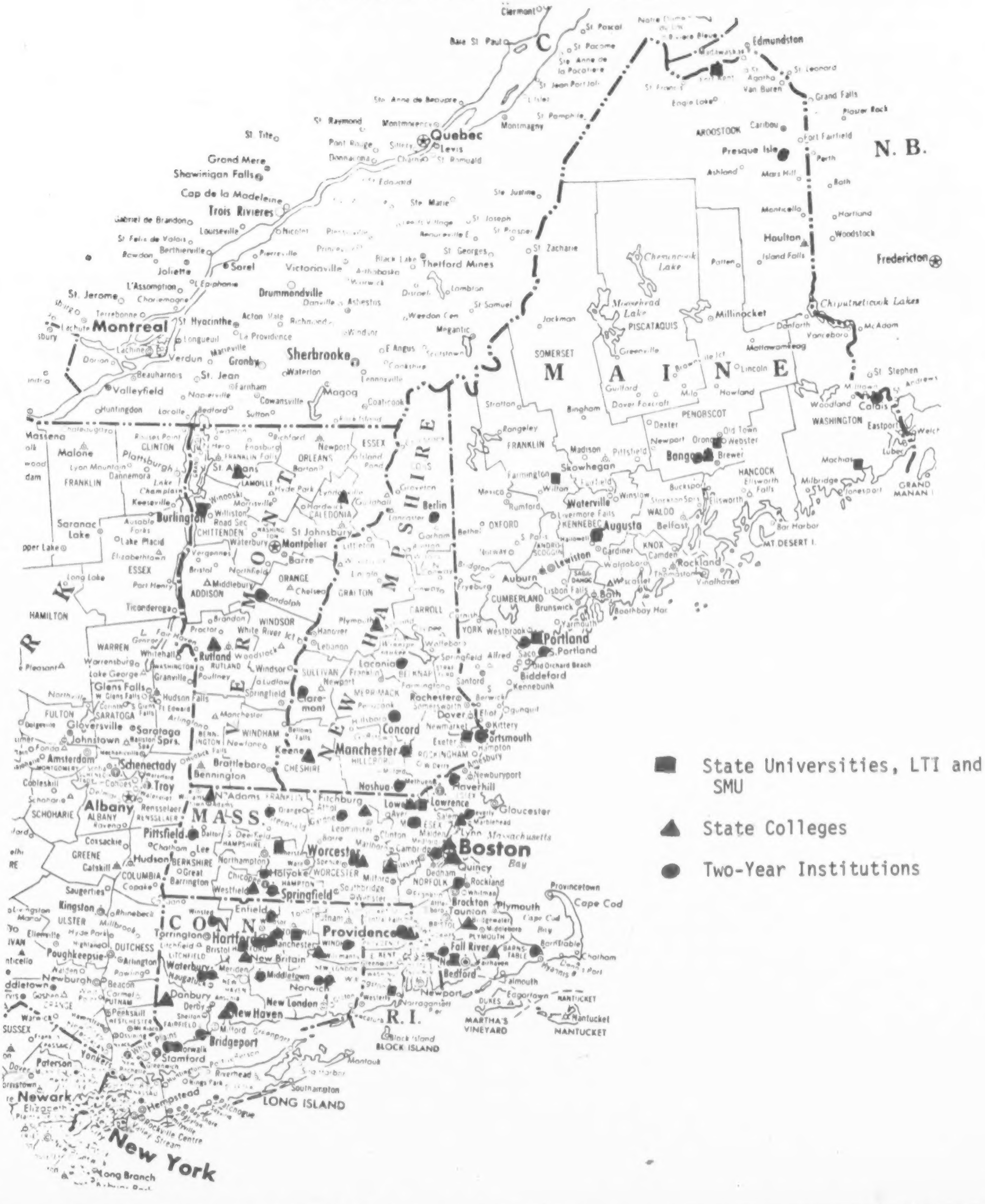
[1] Participation begins 1972-73

[2] Participation begins 1973-74

Figure F-1

PARTICIPATING INSTITUTIONS
NEW ENGLAND REGIONAL STUDENT PROGRAM


MAINE
N. B.
NEW HAMPSHIRE
VERMONT
MASS.
CONN.
R.I.
New York
Quebec
Montreal
Sherbrooke
Trois Rivieres
Fredericton
Edmundston
Presque Isle
Houlton
Calais
Machias
Bangor
Orono
Augusta
Waterville
Farmington
Lewiston
Portland
S. Portland
Biddeford
Berlin
Laconia
Claremont
Concord
Manchester
Keene
Nashua
Portsmouth
Burlington
St. Albans
Montpelier
Randolph
Rutland
Bennington
Pittsfield
Springfield
Holyoke
Worcester
Fitchburg
Lowell
Lawrence
Haverhill
Salem
Boston
Quincy
Brockton
Taunton
Fall River
New Bedford
Plymouth
Cape Cod
Providence
Newport
Hartford
New Britain
Middletown
Waterbury
Danbury
New Haven
Bridgeport
Stamford
Norwalk
New London
Norwich
Albany
Troy
Schenectady
Newark
LONG ISLAND
MARTHA'S VINEYARD
NANTUCKET
BLOCK ISLAND

■ State Universities, LTI and SMU

▲ State Colleges

● Two-Year Institutions

The New England Board of Higher Education (NEBHE) is the public agency through which the six New England states together promote and develop activities to further expand educational opportunities for the people of the region while more effectively utilizing all of the region's higher educational facilities.

The Board was authorized in 1955 by the New England Higher Education Compact, a formal interstate agreement between the six states ratified by the United States Congress. The following functions are primary in the achievement of the Board's purposes:

- To provide a facility and staff capable of continuous assessment of and research relevant to higher education in New England.
- To assist in the initiation and development of plans and programs to meet the higher educational needs of the region.
- To serve as a clearinghouse for the collection and dissemination of information about and pertinent to the institutions and other agencies concerned with higher education in the region.
- To serve as an administrative and fiscal agent for higher educational contracts and agreements between the institutions and/or governments in New England.
- To provide consultative services to the institutions, agencies, and governments of New England in higher educational areas of major regional significance.
- To serve as a vehicle for the regional implementation of federally and privately financed programs related to higher education.

Each state is represented on the Board by persons from the academic, professional, governmental and interested lay communities who are appointed by the Governor and legislators in each state. As of November 1972, the following individuals comprise the membership of the Board:

CONNECTICUT

Dr. Ruth A. Haas	Western Connecticut State College
Dr. James H. Halsey	University of Bridgeport
Dr. Warren G. Hill	Commission for Higher Education
Dr. Robert E. Miller	Quinebaug Valley Community College
Sen. James J. Murphy, Jr.	North Franklin
Rep. John F. Papandrea	Meriden
Mr. Henry R. Swift	Cheshire
Dr. Michael J. Zazzaro	Hartford

MAINE

Mr. Bernard P. Currier	St. Joseph's College
Mr. Benjamin J. Dorsky	Bangor
Rep. Floyd M. Haskell	Houlton
Sen. Bennett D. Katz (*Chairman*)	Augusta
Sen. Ronald L. Kellam	Portland
Dr. Carroll R. McGary	Dept. of Educational & Cultural Services
Dr. Donald R. McNeil	University of Maine
Mr. Floyd L. Powell	Fort Kent

MASSACHUSETTS

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Mr. Patrick E. McCarthy	Board of Higher Education
Mr. Maurice H. Saval	Boston

NEW HAMPSHIRE

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